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DOWNTOWN PLANNING DISTRICT APPRAISAL Preliminary 1980 Plans	File number 02.21.02 Date February 28, 1962.

By 1980 Downtown Toronto will have changed greatly. New buildings, new development, new features, new highways, a new City Hall and Square will have been added. But large parts will have changed little and even where the change has been greatest there will be a great deal of older buildings mixed in with the new. The slate will not be wiped clean but enough will be added so that the total effect may be substantially different.

Whether this will merely mean a lot of changes or whether it will add up to a greatly improved Downtown will depend largely on how the new development is handled, the plans that are pursued and the effort made to achieve them.

Previous reports and discussions concentrated on the Downtown Studies, culminating in the projection of future development and an analysis of the ability to accommodate it and the problems of access and circulation that would be encountered. This report outlines the Preliminary 1980 Plans that have been developed, based on these studies. Some aspects have been more fully elaborated than are presented here. But it is important at this stage to consider the present proposals, to decide whether they are sound and should be pursued or whether they need substantial modification. When this has been done the agreed plans, as revised, will be developed for presentation in the Downtown Plan.

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CHAPTER I: GENERAL PLAN

The main features of the evolving General Plan for Downtown Toronto are indicated on the accompanying General Plan maps on Offices, Shopping and Entertainment, Industry and Wholesale, Public and Institutional, and Transportation, Hotels and Open areas. This plan has developed out of a consideration of existing land uses, the existing distribution of major functions, the forecasts and allocation of space in 1980, and future locational trends and patterns of the major downtown functions. Each element has a characteristic pattern of location and together they constitute the structure of the plan. The maps are drawn in free-hand style, partly to generalize the main features, and partly to show visually that most major activities are part of a complex, inter-acting, and overlapping web of relationships. The text relates the broad categories of the General Plan to the major downtown functions.

Offices

The General Plan of Offices shows four main types. Prime Offices, south of Queen to Front, from York to Church, represent the downtown functions that are primary, and reflect the basic purpose and raison d'etre of downtown Toronto. There are mainly offices in the functional groups of Finance - banking, insurance, loans and investment and real estate; Business Services - law, accounting, advertising, engineering, etc; Primary Industry - mainly mining and prospecting; and offices of important services to these groups in Communication and Transportation. Today, this group of offices constitutes most of the 12,000,000 square feet of office space south of Queen, representing about 69% of the total 17,500,000 square feet in the Downtown. The General Plan anticipates an increase of 45% or 5,500,000 square feet in this area by 1980 - at which time this south of Queen group of offices will constitute a somewhat smaller proportion of the Downtown total 66% of 26.75 million square feet.

Prestige Offices are offices of firms seeking locations that are attractive - both in terms of the standards and character of prevailing development and natural site advantages, and major features of the surrounding district. They fall mainly in the functional groups of Finance - banking, insurance; Business Service - law and advertising; Primary Industry offices; Communication, Public Utilities; and Manufacturing head offices. They will continue to concentrate on University Avenue; new opportunities for prestige development will arise just north and east of the new Nathan Phillips Square.

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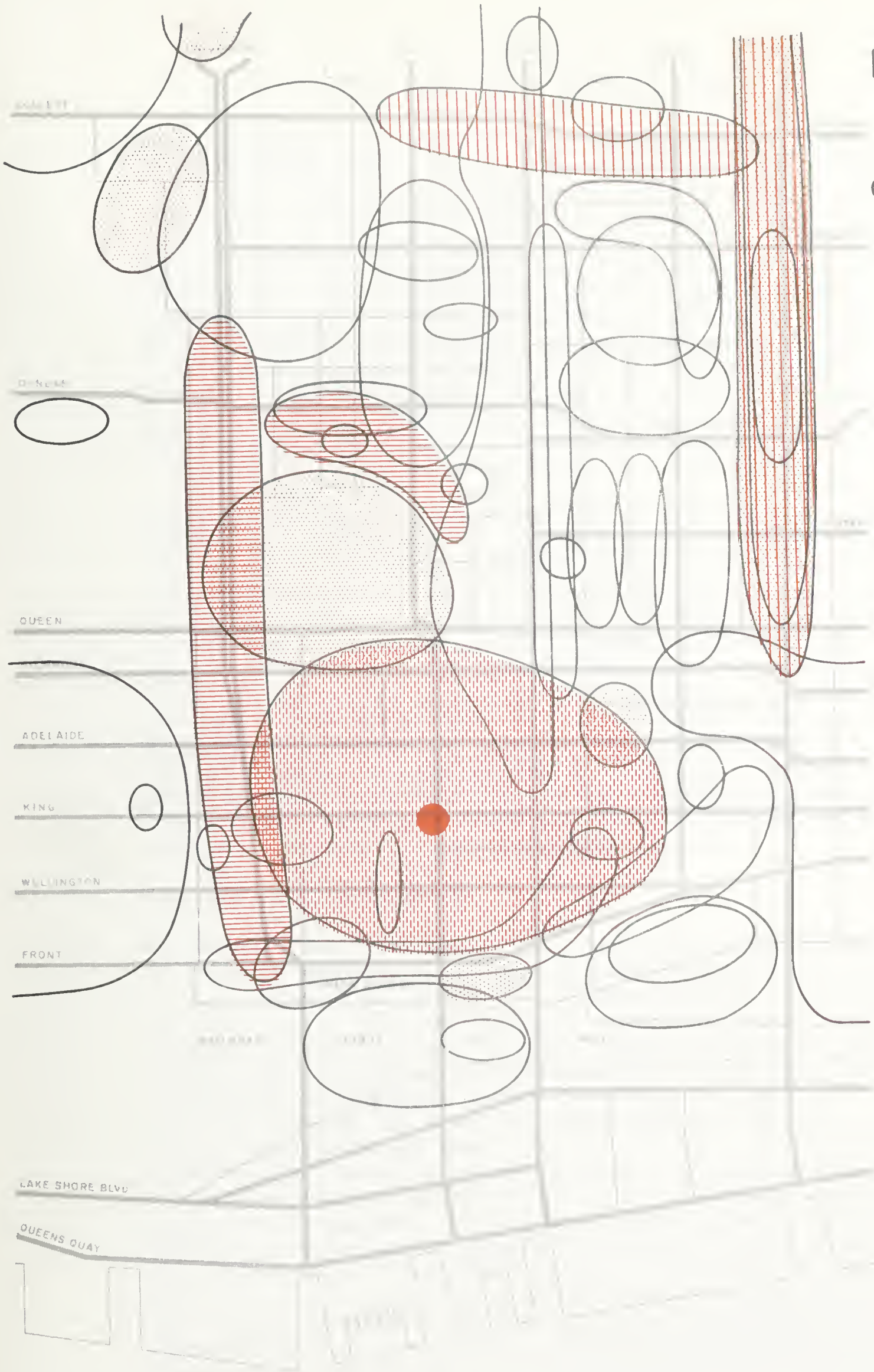
DOWNTOWN

Toronto

GENERAL PLAN

OFFICES



PRIME

PRESTIGE

GENERAL

GOVERNMENT

FOCUS

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General Offices refer mainly to the establishments of those groups, serving primary Downtown business, which can operate effectively outside the downtown core, north of Queen; or providing a Metropolitan-wide service, demanding some centrality of location but not prime sites in the core. They mainly include offices in Business Services - advertising, engineering, architecture, labour and trade organizations and other services; Community Services - health, education, religious and welfare; and Construction. These groups occupy, north of Queen, some 841,000 square feet of office space, which is expected to increase to 1,491,000 square feet by 1980 - from 4.8% to 5.5% of total downtown offices. The General Plan shows this office group gravitating to College-Carlton, from Bay to Jarvis; and along Jarvis, from Carlton to Queen.

Government Offices, in the period ahead, will assume a much clearer, more definitely articulated locational pattern. Civic offices will consolidate at Nathan Phillips Square. Ten provincial offices will re-locate from Downtown to a new Provincial Government Centre, east of Queen's Park, and there is some prospect that the growth of Federal offices in the Downtown will be accommodated in an additional major structure, following the pattern of the Mackenzie Building. The General Plan anticipates that the optimum location for future Federal buildings will be near the existing Federal concentration - east of Victoria, between Adelaide and Richmond. Jarvis Street will provide a suitable location for those government institutions - such as the Juvenile Court and the new national employment office- that require separate sites.

Shopping and Entertainment

The General Plan does not envisage any major change in the structure of downtown shopping. It will continue to be centred on Yonge Street with its focus at Yonge and Queen, close to the concentration of employment, on which downtown stores are becoming increasingly dependent. As present facilities become obsolete, and re-building is contemplated, it will be in the form of development in greater depth - providing an opportunity for off-street parking and more attractive layouts. The plan shows a significant new departure in the form of a small retail concentration - built in mall form between Wellington and King, in the block between Bay and York. This is intended to serve (a) increasing demands from the hotel, entertainment, transportation complex that is expected to develop further along the southern edge of Downtown in the period of the plan, and (b) increasing traffic between University and Bay and Yonge, that will occur with the build-up of lower University and the introduction of subway service on University. Wholesale stores and secondary retail shopping - mainly of equipment, appliances

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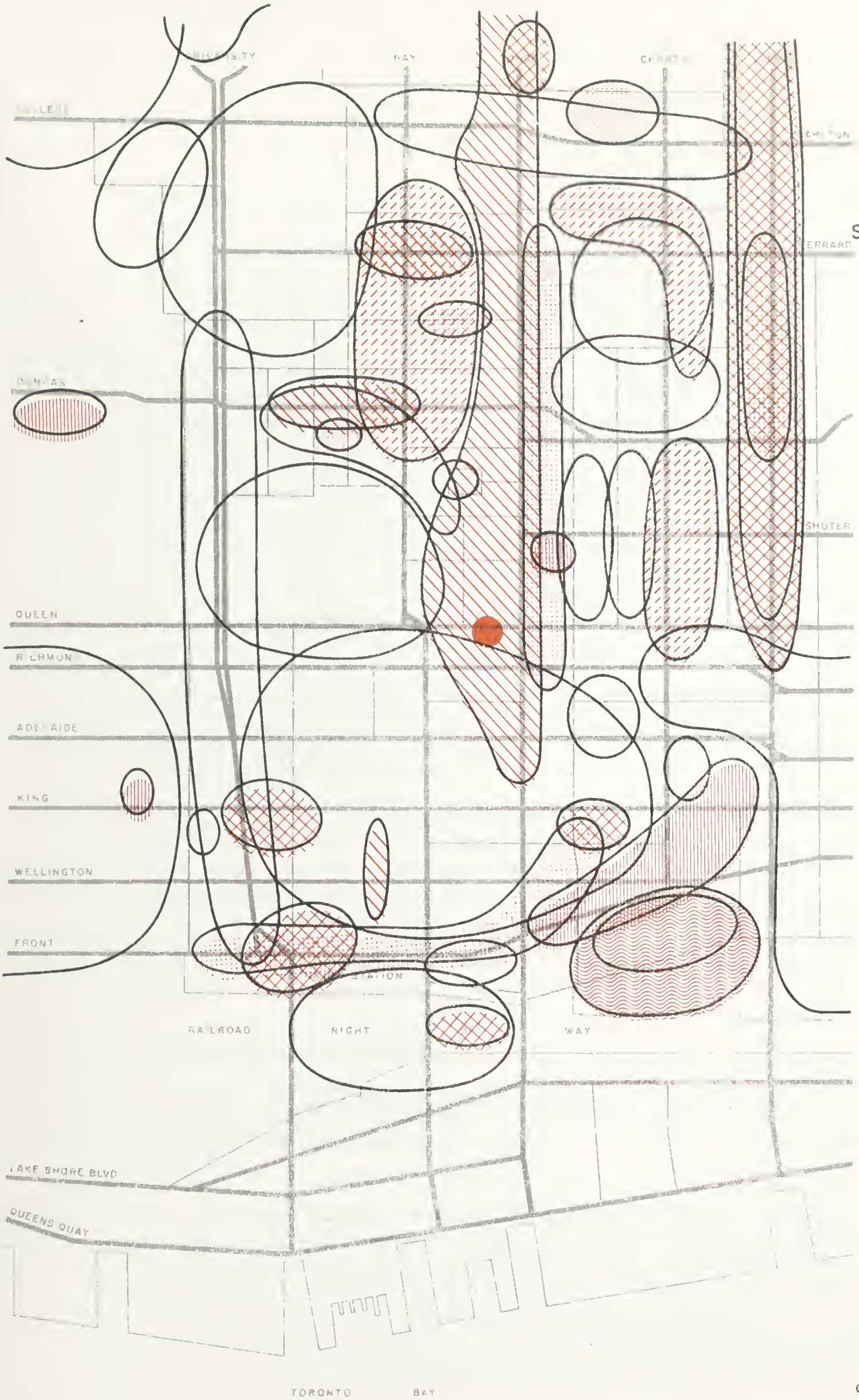
DOWNTOWN

Toronto

GENERAL PLAN

SHOPPING & ENTERTAINMENT



SHOPPING

SECONDARY SHOPPING & WHOLESALE

ENTERTAINMENT

ARTS

HOTELS

BROADCASTING CENTRE

FOCUS

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and other durable goods - will gravitate towards Church Street, north of Queen and Bay Street, north of Dundas. Forecasts indicate a somewhat greater increase of retail space north of Queen than south of Queen, with the result that retail space in the Downtown core will decrease from 42.2% of the total downtown retail space to about 40.5% in 1980.

The General Plan shows three distinct entertainment concentrations: (i) on the east side of Yonge, from Queen to Gerrard consisting mainly of movie theatres, restaurants, bars and night clubs, and other Personal and Recreational Service activities, tending to have a mass appeal; (ii) an area of small hotels on Jarvis, which place considerable emphasis on eating facilities and night club entertainment; (iii) an area of somewhat select restaurants, bars and night clubs, extending along Front up to King - from the Barclay to the King Edward - closely associated with hotels, Union Station, the Royal Alexandra Theatre and O'Keefe Centre, and an evolving cultural centre eastwards from O'Keefe Centre to St. Lawrence Market. Additional "entertainment" accents are provided by "Chinatown" on Elizabeth and Dundas Streets, and "The Village" in the Gerrard-Hayter-La Plante-Bay area. In both of these areas, pre-eminent competing uses of land may cause a slight shift from present locations.

No major change in the location of hotels is anticipated by the General Plan. Their anchors, in the future as the present, will continue to be proximity to the prime office area; to Union Station and expressway contacts to the airport; to shopping, restaurants and entertainment; and perhaps increasingly to areas of special interest and attraction such as the new Nathan Phillips Square and the cultural - entertainment complex envisaged in the southeastern part of the Downtown.

Public and Institutional

The place of government in the General Plan has been indicated in the discussion on offices. Of special note is the likely expansion of two Community Service functions - Medical and Education.

The plan recognizes the distinct hospital complex on University in the north-western part of the Downtown District. All of the hospitals here have attained or gone beyond the optimum size of 600 beds - except Mount Sinai, on the west side of University, which has 250. Major expansion will be in ancillary activities - residences for nurses in training, parking garages and doctor's offices. It is expected that these needs will cause an extension of the hospital complex on its fringes - east to La Plante, south

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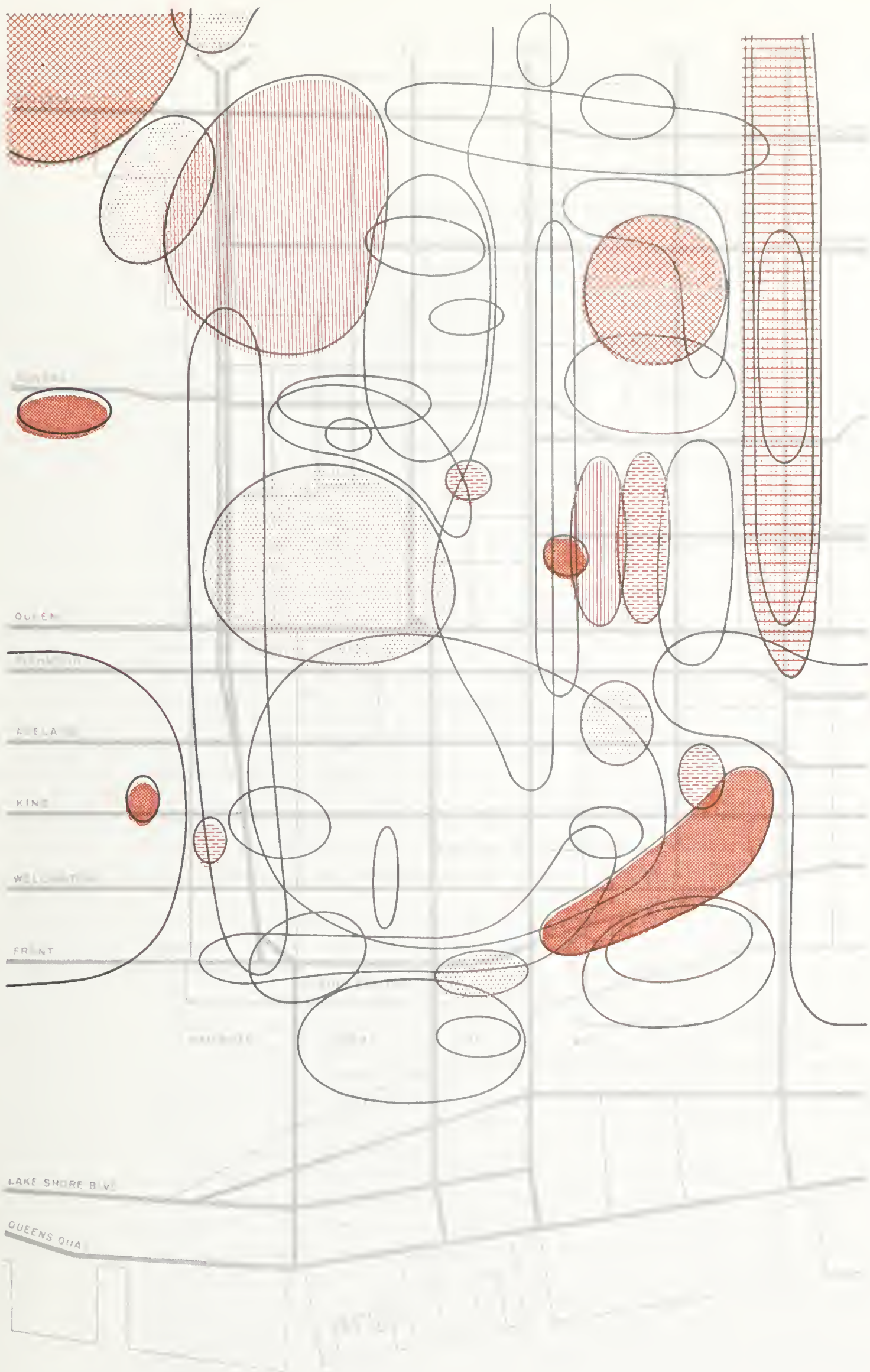
DOWNTOWN

Toronto

GENERAL PLAN

PUBLIC & INSTITUTIONAL



MEDICAL

EDUCATION

RELIGIOUS

ARTS

GOVERNMENT

INSTITUTIONAL GENERAL

FEBRUARY 1962

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CITY OF TORONTO
PLANNING BOARD

to Edward. It is a matter of some importance that hospital expansion does not go east of La Plante - so that the nucleus of "The Village" area can remain and benefit from the security of a comparatively permanent tenure.

The Ryerson Institute is the major Education function in the Downtown. Provision is made for its growth, mainly east of Church to Mutual, and possibly north of Gerrard to McGill.

Community Service offices - in such fields as health, education, and welfare - will have a strong affinity to Jarvis Street for a number of reasons: (a) sites will not be pre-empted by the primary downtown functions, and so land values and rents should settle at a lower level; (b) it has sufficient transportation convenience - with road links south to the Lakeshore and north to the Mount Pleasant artery, and with short links to the Yonge Street subway along Carlton, Dundas and Queen; (c) the importance of Jarvis as a north-south artery will lead to plans for landscaping and street design (including site development standards) that over the years will make it one of the more impressive streets in the downtown area; and (d) a number of institutions, particularly in the welfare field, will find it convenient to locate close to the Don District (Jarvis to Don Valley, Bloor to Queen), where a substantial part of the demand for their service will arise. The first three of the foregoing factors also apply to the non-primary (and hence, in terms of the Downtown) the minor Business Services.

The most significant new development in this phase of the General Plan is the building up of a major grouping of new activities that will contribute substantially to the cultural life of Toronto. The plan defines this area as an arc that extends, north-east, from O'Keefe Centre to St. James Cathedral. It is an area that will be reserved for certain unique institutional developments - a museum of modern art, a moderate sized theatre for stage production, or a Toronto civic museum - that will arise out of the natural maturing of the City's cultural life over the next twenty years. The area has a number of substantial assets; (a) the O'Keefe Centre itself and the possibility of the eventual use of the area opposite (owned by the Centre), from Front to Wellington, in some manner related to and harmonious with the Centre; (b) the availability of approximately two acres of City-owned land (excluding the sites of the market buildings) in the Church-Market-King-Front blocks, which in itself, could prove a significant inducement to the location of a major activity; (c) the transportation convenience, both of road and transit;

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(d) the historic interest in St. Lawrence Market and the St. James Cathedral block from King-Adelaide-Church to Jarvis;
(e) the proximity to the facilities of the core, particularly the supporting activities - fine restaurants and places of entertainment - already in evidence along Front, King and lower Yonge Street; and the possibility of knitting together a number of major elements into a continuous area of great interest and visual appeal, which would include O'Keefe Centre and the square in front, the market square with one or two fine buildings, St. Lawrence Market, St. James Cathedral, the Court Street development (commenced by the new Gooderham Building) and the open area in front (possibly developed with a free-standing building with space all around), and Toronto Street terminated by the Mackenzie Building, with its inner court leading to Lombard Street and the Arcade to Yonge.

The development of a Broadcasting Centre, private and/or public, on the southern fringe of this complex - on the deep sites on the south side of Front from Scott Street to Market Street - would add an additional dimension, and strength, to the cultural centre. The Broadcasting Centre site, indicated on the Shopping and Entertainment map, is only one of several alternatives. Other possible sites are at relocated railway yards on the west side of the Downtown, over the railroad right-of-way as part of a transportation-hotel complex, or in the area around Nathan Phillips Square.

Industry and Wholesale

The structure of the Manufacturing and Wholesale functions is considerably altered in the General Plan. This is due mainly to the expected relocation, after over a hundred years of continuous occupation, of part of the Wellington Street wholesale-industrial area, in the wake of expanding primary downtown activities. As a result the forecasts show a decline, over twenty years, of 870,000 square feet of wholesale uses and 976,000 square feet of manufacturing uses south of Queen. Some of this will relocate into industrial zones, immediately east and west of the Downtown; and some will relocate, north of Queen, as shown in the accompanying General Plan map. As a result of these shifts, wholesale space, south of Queen, will decline from about 71% of total downtown wholesale space to about 46%; and manufacturing space from 60% to 46%, and there will be increase of about 500,000 square feet of wholesale office space north of Queen, particularly in the Church Street area and the Bay Street area, north of Dundas.

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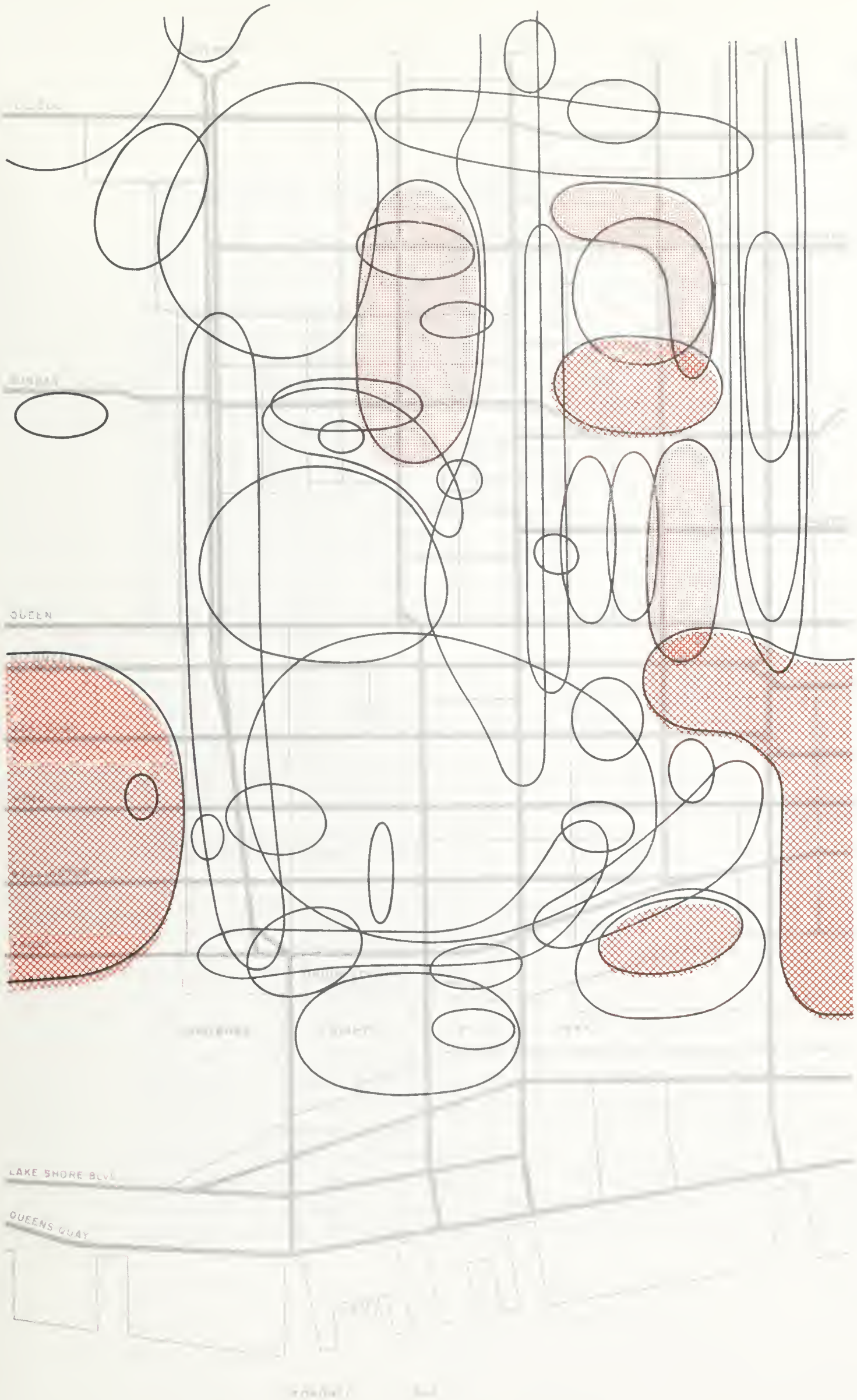
DOWNTOWN

Toronto

GENERAL PLAN

INDUSTRY & WHOLESALE



INDUSTRY & WAREHOUSING

SECONDARY SHOPPING & WHOLESALE

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Transportation, Hotels, Open Areas

Hotels and their links to transportation facilities, have been noted in the comments on the General Plan for shopping and entertainment. The major new development in transportation envisaged is the establishment of a major Transportation terminal over the tracks, south of Union Station. This proposal represents the convergence of a number of future needs - to establish a bus terminal with a direct link to expressways and highways; to bring together in a single, convenient location national and international airline offices - particularly as Toronto matures (and there is every indication that this will occur in a very substantial way), further as an international centre for air travel; to provide a permanent location for a heli-port; to overcome the barrier between the Downtown and the lake, by creating an area with an open view of the harbour and lake. Hotels and restaurants are complementary activities that would add strength, variety and interest to the whole development.

The lack of open areas - places of rest and meeting and visual relief - in the densely built-up area is one of the major deficiencies of the present day Downtown. The high cost of downtown land will make this one of the most difficult problems to overcome. The General Plan presents a concept of a desirable distribution of open spaces made up of (a) publicly owned areas like Nathan Phillips Square, the land west of St Lawrence market, Moss Park and the extension of Allen Gardens; (b) certain institutional areas, such as the grounds of St. James Cathedral and Metropolitan United Church; and (c) certain privately-owned areas such as the land in front of O'Keefe centre, and the area west of Bay and King in the heart of the financial centre. Achievement of the open area plan for privately-owned lands will call for the closest co-operation between civic and private interests. In part the required space may be attained in the process of re-building in the form of groups of buildings, harmoniously related around an impressive setting of open space. In part, achievement of the open area plan will depend on the active interest and support of the business community, conserned perhaps that the prime office area should not remain an asphalt jungle, and that the focal point of the financial centre at King and Bay should be treated with some distinction.

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Summary of the General Plan

An overall view of the separate components of the General Plan reveals a structure of activities, which in its main features is clearly defined; the prime, finance - business service office area, south of Queen, with its focus at King and Bay; the main shopping - entertainment area centred on Yonge, focussed at Queen and Yonge; the main government area at around the Nathan Phillips Square; and around these major elements, moving south-east-north-west are a transportation-hotel-entertainment complex, a cultural centre, a federal government centre, an industrial-wholesale area, a general and small government office area, an education centre, a hospital complex, and an area of prestige offices.

The manner in which this General Plan has been built up from an analysis of the locational requirements of each major downtown function is indicated in the chapter that follows.

CHAPTER II : 1980 LOCATIONAL PATTERNS OF MAJOR FUNCTIONS

The expected limits of growth of each major function are shown on the maps of Floor Space, 1960. In each case, the growth area defined by the red line does not encompass all areas where some development may occur, but only those blocks in which the major growth is expected. The 1980 locational patterns that result represent a judgement based on our study of the inherent characteristics and needs of each function. The Downtown Discussions, arranged with the assistance of the Redevelopment Advisory Council, contributed significantly to this phase of our work.

"Major limits of 1980 growth" are mapped for all major functions; with the exception of Government, Communications, and Public Utilities - functions strongly influenced by the decisions of a few large organizations. In the case of these three functions the maps of 1980 Floor Space approximate expected 1980 locational patterns.

Each function has been evaluated in terms of present locational patterns, its established and emerging locational preferences, and its locational trends. A brief analysis along these lines, for each of the nineteen functions, follows:

1. FINANCE - including Banking, Insurance, Loans and Investment and Real Estate.

Locational Pattern

- High concentration in the area of Adelaide, King, Bay, and Yonge, forming a very intensively developed nucleus in the area defined by Adelaide-Melinda-Sheppard (i.e. its southerly production) - and Victoria.

- Islands - at south-east quadrant Yonge and Queen (insurance)
  - at south side of Richmond between Sheppard and York
  - at the area between Victoria-Toronto-King-Adelaide
  - along University (mainly insurance and Bank of Canada)

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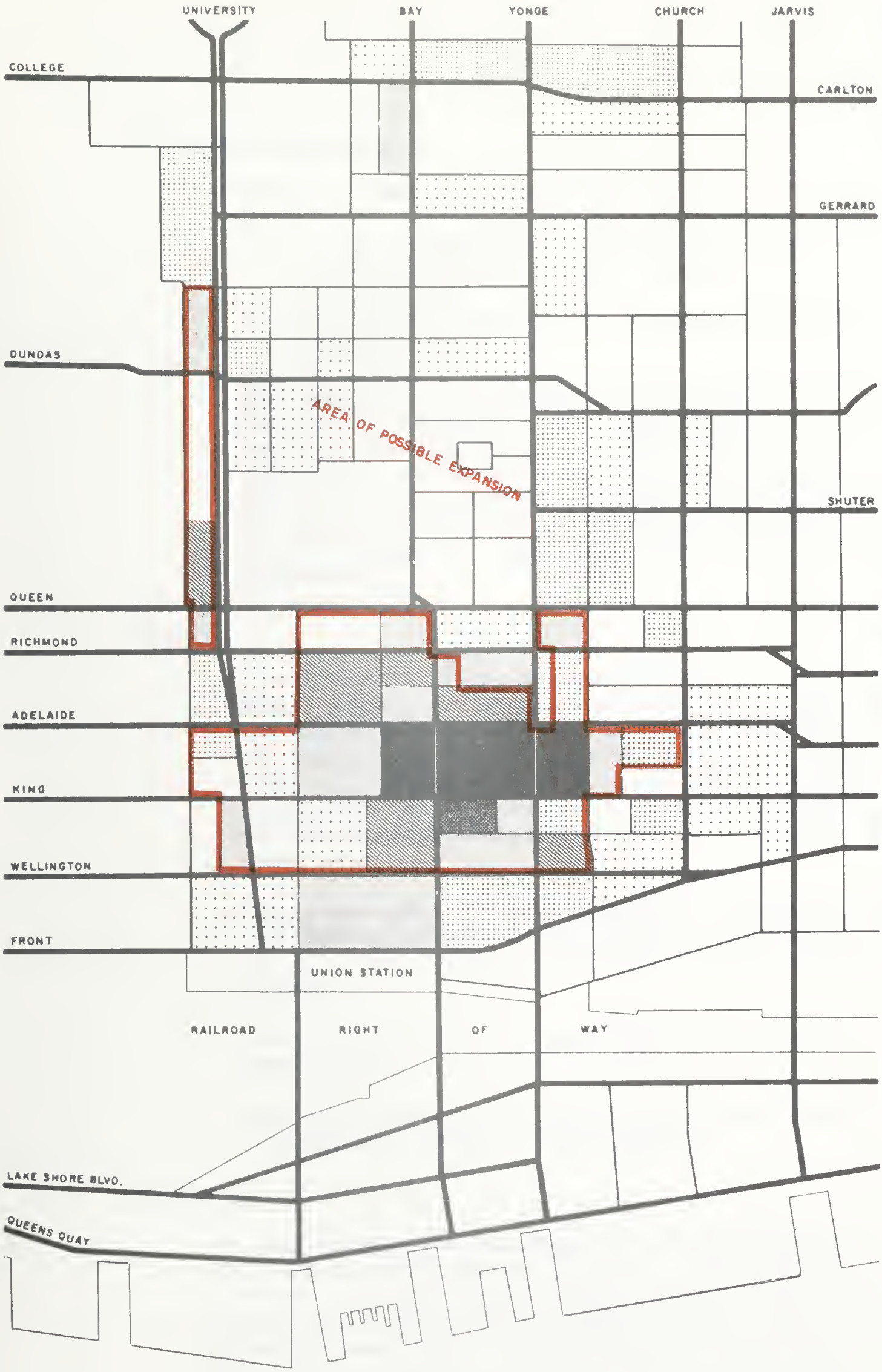
Toronto

FLOOR SPACE 1960

FINANCE.



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,000 +
- LIMIT OF MAJOR 1980 GROWTH.

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Locational Preferences

- Towards a compact concentration because

  (a) of the value placed on face-to-face, or close and convenient contact between firms;.

  (b) of external advantage of creating an impressive business symbol.

  This group is, locationally, conservative; firms remaining or locating in the downtown will not break away from the established pattern, drastically. The significant "break-away" in this group in the past 15 years - of life insurance companies to Bloor East - has been in the form of a group large enough to create its own "enclave". This experience is not too easily duplicated.

Trends

- A pull westward along Adelaide and King to University, mainly because of (a) availability of sites west of the Sheppard line, which is the immediate fringe of the highest concentration. This includes 6 blocks from Richmond to Front on both sides of University with large areas not near "highest and best use"; and (b) the transportation convenience of the subway for employees.

- More development of smaller insurance companies, now centered at Queen-Richmond-Yonge-Victoria, with some spread to the south on both sides of the Arcade on Victoria.

- Along King to Church, extension of Court Street development.

- Some development, particularly of Insurance,north of Queen up to Dundas, west of Yonge.

Questions

To what extent will Wellington Street be invaded? The fact that Wellington Street is so strategically located in relation to the financial core, creates a strong possibility that Wellington Street uses will be gradually pushed out. Underlying this is the push from the very substantial forecasted expansion of almost 70% in gross floor space or about 3,693,000 square feet of building space.

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2. BUSINESS SERVICE - LAW

Locational Pattern

- Closely related to FINANCE, and overlapping to some degree, but with major concentration on Bay between Richmond and King, and west of Bay, along Adelaide and Richmond, with a bias to the north-west of the Downtown Core, towards the Registry, law courts, and Osgoode Hall.

Locational Preference

- The compact pattern is determined in part by the compact FINANCE pattern, and by inter-locking legal services, and the interest in professional identification.

Trends

- Slightly towards University Avenue to accommodate substantial expansion (estimated 98% increase in floor space, or approximately 1,000,000 square feet) in the area, north of the projected FINANCE expansion, between Adelaide and Richmond.
- South side of the Civic Square would be an optimum location.
- Some location north of Queen of smaller firms, involved in court work, in the area around the new Civic Square.

3. BUSINESS SERVICE - ACCOUNTING

Locational Pattern

- Shows general bias to the financial core, with two distinct concentrations

  (i) Richmond-Adelaide-York-Sheppard

  (ii) along the fringe of the financial core - S. of Wellington (E. of Bay); and W. of Yonge and Victoria, particularly S. of Adelaide.

Locational Preference

- The pattern - with its two concentrations suggests -

  (a) a group that is closely linked with LAW, and

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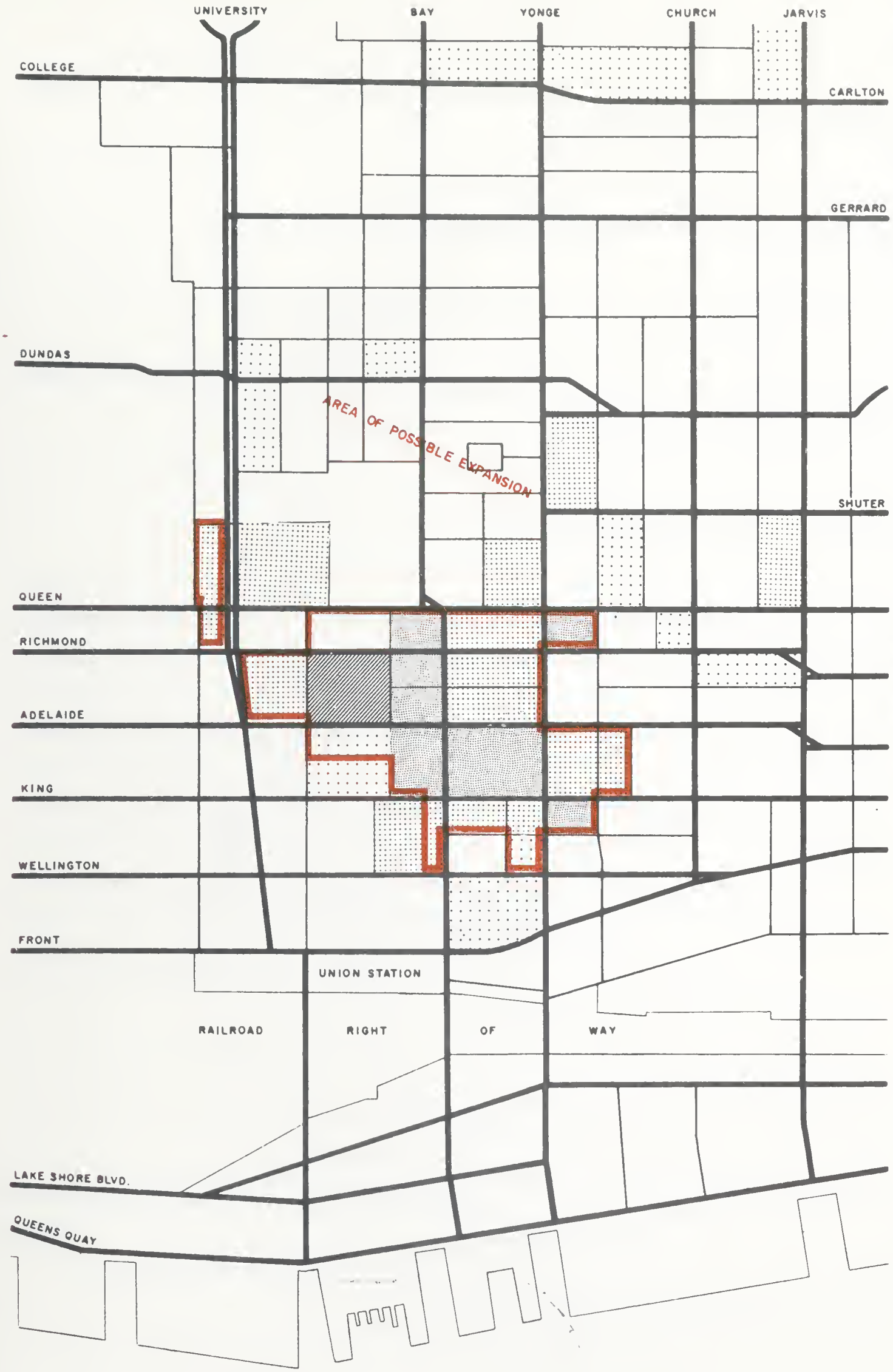

DOWNTOWN

Toronto

FLOOR SPACE 1960

BUSINESS SERVICES LAW

FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- LIMIT OF MAJOR 1980 GROWTH

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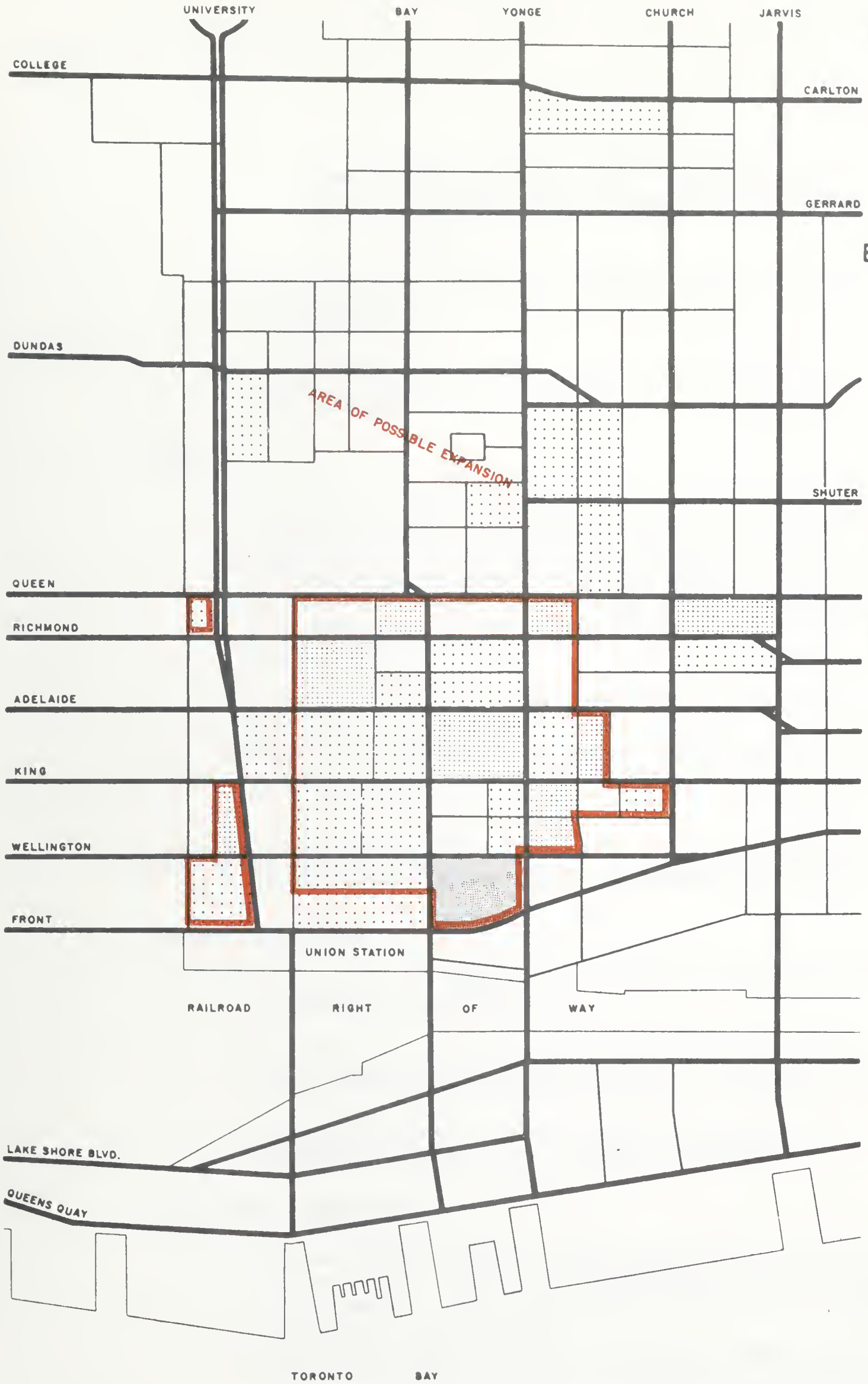
DOWNTOWN

Toronto

FLOOR SPACE 1960

BUSINESS SERVICES
ACCOUNTANCY



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

(b) another group, serving other business groups, stepping away from the highest rent area, but remaining within 5 minutes walking distance from King and Bay.

- Pattern not as compact as FINANCE or LAW, perhaps because there is less drive to identity, (professional or business)

- Limits of downtown location determined by the focus on King and Bay.

Trends

- The adequacy of a location on the fringe of the "financial core", within five minute limit of King and Bay, suggests the possibility of expansion along Wellington particularly between Yonge and Bay. This is possible because of the scale of the expected growth - of 148% from 353,000 square feet to 873,000 square feet.

- Filling in between Yonge and Victoria is a possibility.

- Some location north of Queen of firms interested in prestige sites in the area around the new Civic Square.

4. OTHER BUSINESS SERVICES - including Advertising, Engineering, Architecture, Labour and Trade Organizations, etc.

Locational Pattern

- Some in the financial core - York-Bay-Richmond-Adelaide, King-Melinda-Bay-Jordan.

- Mainly in a "constellation" around the financial core (i.e. Adelaide-Melinda-production of Sheppard-Victoria)

- A scatter North of Queen, with some accentuation towards College, at Bay, Yonge, and Church.

Locational Preference

- Partly towards the core where service to core business is involved. This is particularly true for "Engineering and Scientific" e.g. Geophysical Engineering Surveys - 11 Adelaide Street West.
- Partly dispersed throughout Downtown, where service to the whole Metro area is of greatest importance.

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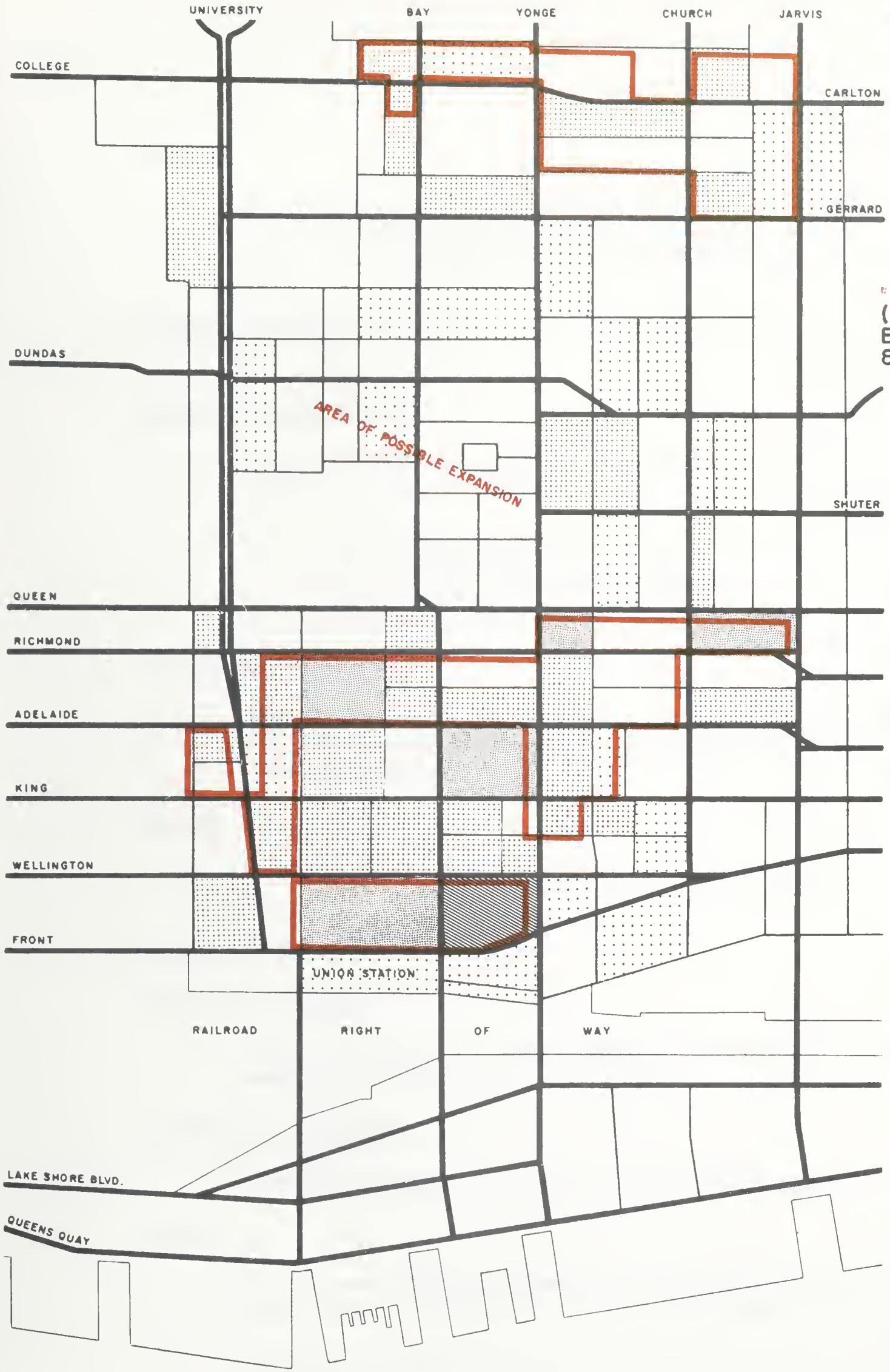
DOWNTOWN

Toronto

FLOOR SPACE 1960



OTHER BUSINESS SERVICES
(INCLUDING ADVERTISING ENGINEERING & LABOUR & TRADE ORGANISATIONS)

FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- 150,001 – 300,000
- LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

Trends

- To all sides of the financial core.
- More pronounced nucleation at College-Carlton.
- Same scatter along Bay, Yonge, Church, and Jarvis.

5. PRIMARY INDUSTRY - Offices, mainly of mining and prospecting companies

Locational Pattern

- In and around the financial core, with major concentration in the areas between

  - Richmond-Adelaide-York-Bay
  - King-Melinda-Bay-Yonge
  - Melinda-Wellington-Yonge-Scott
  - Adelaide-King-Victoria-Toronto

Locational Preference

- Towards the financial core, for contacts with investment and bank firms, stock exchange, and other financial institutions.

Trends

- No significant change from the present pattern.

6. CONSTRUCTION - Office and Other

Locational Pattern

- Scattered lightly in most parts of the District, with some accentuation south of Queen.

Locational Preference

- Towards the major business area, south of Queen.

Trend

- To the area south of Queen, but outside the most intensively developed area, i.e. the financial core.

- To office concentrations at College and Bay; College and Yonge.

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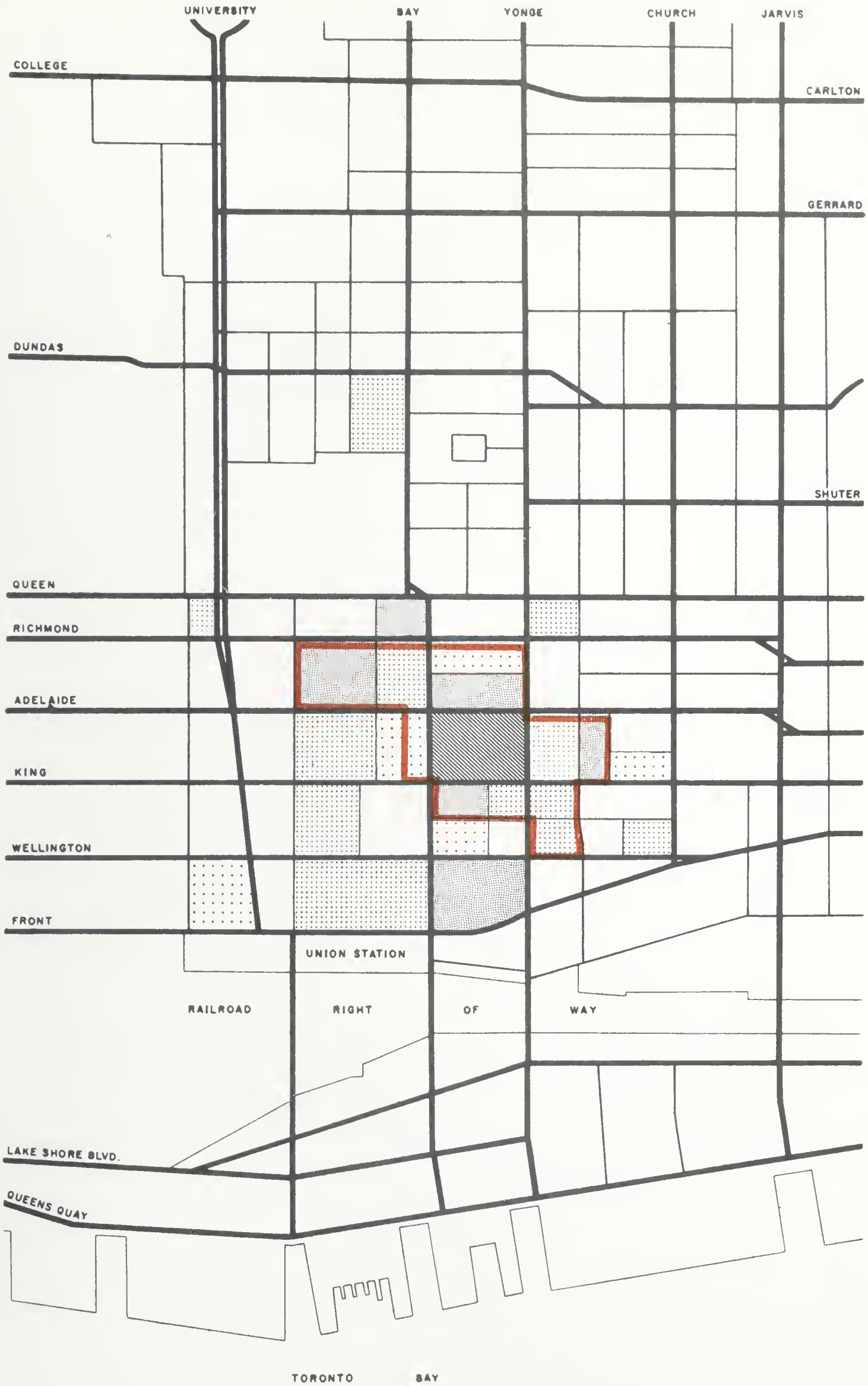
DOWNTOWN

Toronto

FLOOR SPACE 1960

PRIMARY INDUSTRY



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- 150,001 – 300,000
- LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

1960 940,000
Total 530,000

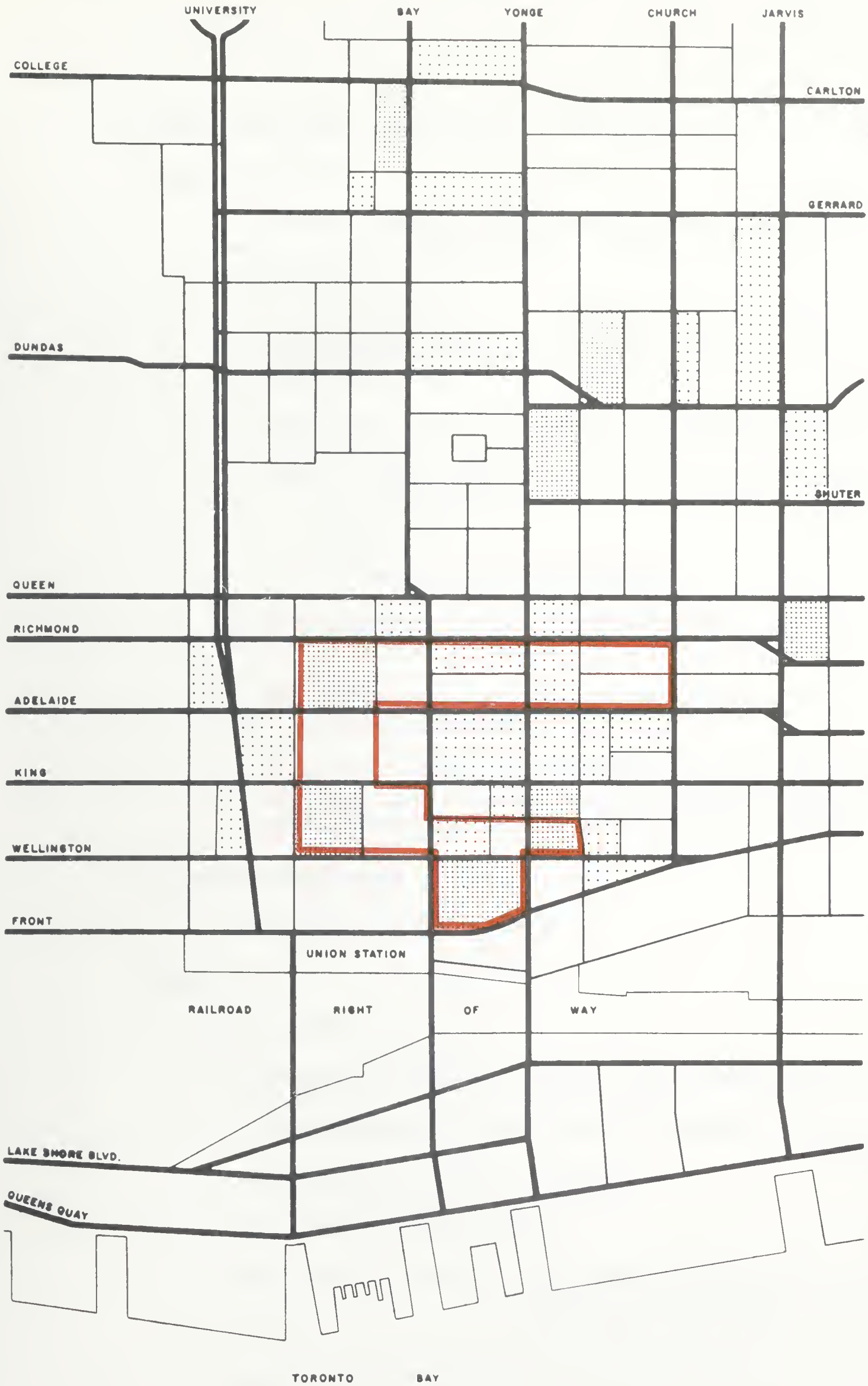
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1960

CONSTRUCTION



FLOOR SPACE BY BLOCK
(In square feet)

0 - 10,000

10,001 - 50,000

LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

1960 293 000
326 000

7. PERSONAL SERVICES - RESTAURANTS - including taverns and night-clubs

Locational Pattern

The existing pattern reflects the needs of the different groups served by restaurants. There are four main groups and patterns.

A. For Downtown Workers - scattered in area Front-Queen-York-Victoria, with accentuation in the area from Richmond to King, York to Victoria.

B. For leisure time and tourist - scattered throughout the Downtown, with some accentuation at and around Hotels, Union Station
   - around O'Keefe Centre (e.g. Steak Pit; Victoria Hotel, etc.)
   - Chinatown
   - Village - Bay-Gerrard area.

C. For shoppers - in the department stores
   - east side of Yonge from Queen to Gerrard.

D. For the College-Carlton-Bay-Yonge Centre
   - around these corners.

E. There is a fifth need - for the Jarvis Street offices, wholesale and industry (south of Queen) - scattered in small hotels and intersecting east-west streets.

Locational Preference

- Determined by above needs.

Trends

For Downtown employees -

- scattered throughout Downtown core, with accentuation
- in the Adelaide-Richmond corridor between University and Victoria.
- along York, from King to Front
- along King, York, to Bay
- and (north of Queen) - east side of Yonge and
  - corridor along Dundas, between University and Yonge.
- south side of Queen, opposite Civic Square.

/...

For leisure time and tourist -

- continuation of main features of existing pattern, with further growth

- in the L-shaped area around O'Keefe and King Edward, including Yonge, King to Front; King, Yonge to Church.

- on Front Street between the Royal York and the future culture-entertainment centre

- the S.W. hotel precinct

- the Village (Bay-Laplante-Hayter-Gerrard) and extended south to Walton.

For shoppers - mainly -

- east of Yonge, Qucen to Gerrard
- Bay, Dundas to Gerrard, and
- the Village

For College-Carlton-Bay-Yonge Centre - continuation of present pattern, with further growth

- on Bay, from Gerrard to Grenville
- on Grenville, west of Bay
- on College-Carlton, north side - Bay to Maple Leaf Gardens
- in the Village

For Jarvis Street development - at the transportation cross-roads such as Dundas and Jarvis.

Question

- to what extent will O'Keefe, and the growth of a cultural-entertainment complex around it, stimulate restaurant development in the S.E. area?

8. PERSONAL SERVICES - HOTELS

Locational Pattern

- On the immediate fringe of the main financial and retail concentration, with dispersal at Yonge and College, along Jarvis; and across the bus terminal on Bay.

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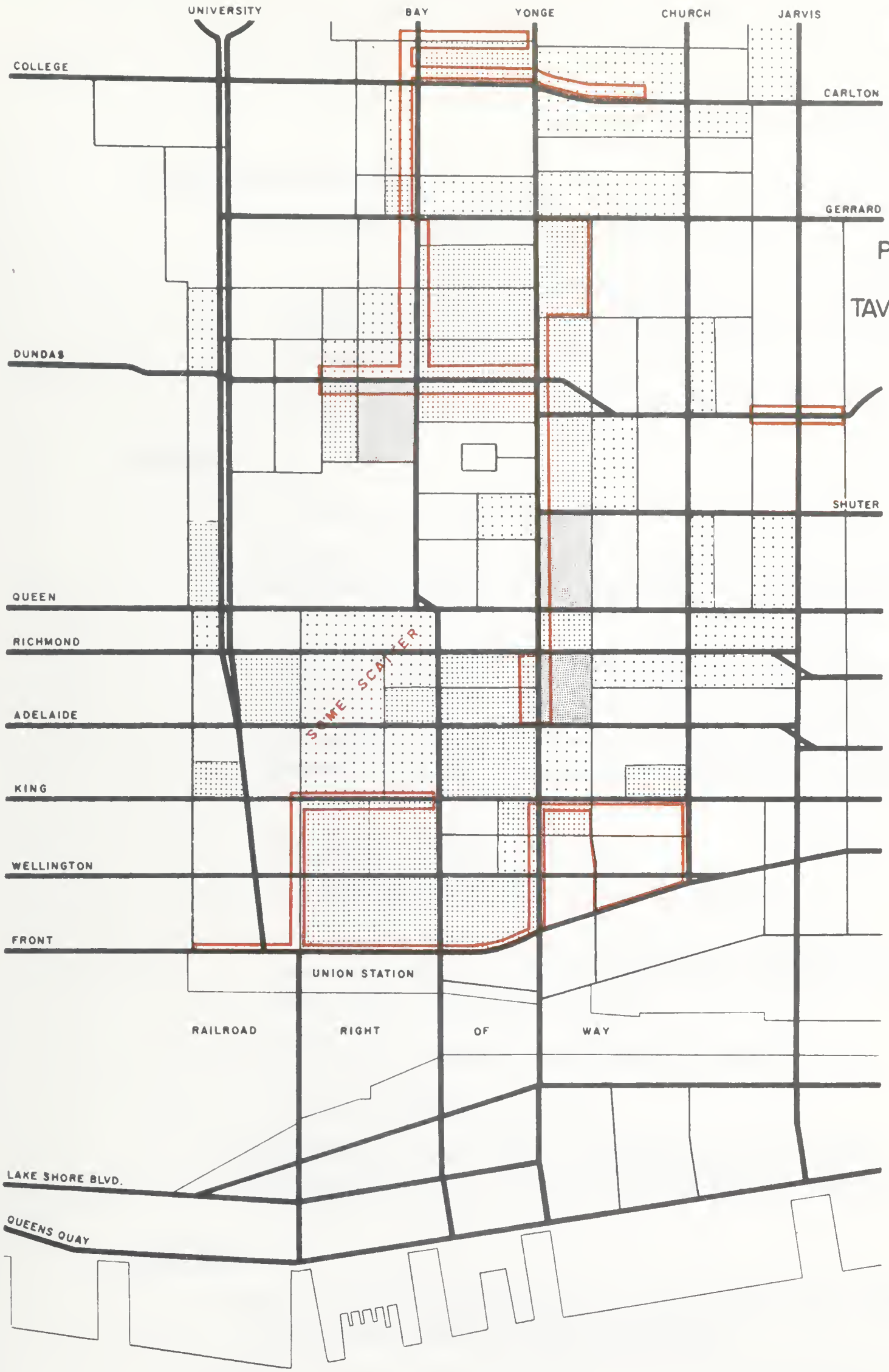
DOWNTOWN

Toronto

FLOOR SPACE 1960

PERSONAL SERVICES
RESTAURANTS,
TAVERNS, & NIGHT CLUBS



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

TORONTO	BAY
1960	9 11 000
growth	177 000

CITY OF TORONTO
PLANNING BOARD

Locational Preference

- Towards the downtown core, because it is

  - the focal point of transportation

  - the business hub, which is attractive to out-of-town businessmen and other visitors.

  - and increasingly, the entertainment centre

Trends

1. No drastic new trends evident

2. Rebuilding will be at, or near existing sites, with new development biased to the area west of the southern projection of Sheppard, for the following reasons:

   - the existing hotel build-up (Simcoe, Prince George, Metropole, Royal York, Walker House) which forms the basis of a hotel precinct - with a number of external economies - ease of contacts between hotel guests, airport pick-up, the growth of supporting services - restaurants, bars, and other personal services, etc.

   - proximity to Union Station

   - the University Avenue Subway, proximity

   - the availability of large, cleared or lightly developed sites - some of them quite choice, on or near lower University Avenue.

   - convenient access to southern arterials.

   - in the direction of C.N.E.

3. Expansion of King Edward stimulated by the further development of the Cultural-entertainment complex around O'Keefe.

Questions

1. What are the possibilities of a new major hotel close to the retail node at Queen and Yonge?

2. What is the future of hotels, on Jarvis Street (now about eight - Carlton to Shuter)?

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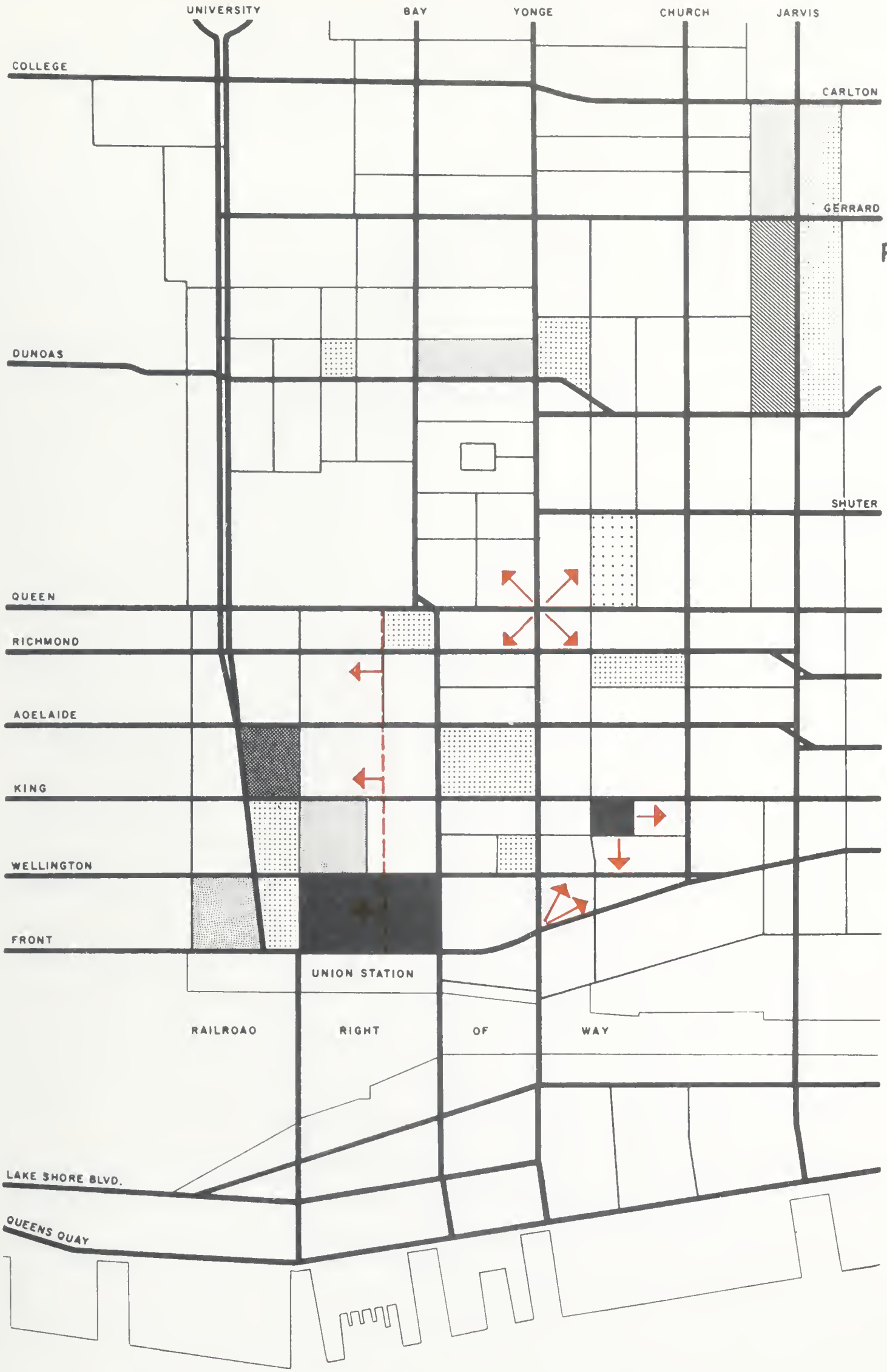
DOWNTOWN

Toronto

FLOOR SPACE 1960

PERSONAL SERVICES
HOTELS



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500, 000 +
- MAJOR GROWTH WEST OF THIS LINE.
- POSSIBLE DIRECTION OF GROWTH AROUND VARIOUS FOCAL POINTS.

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

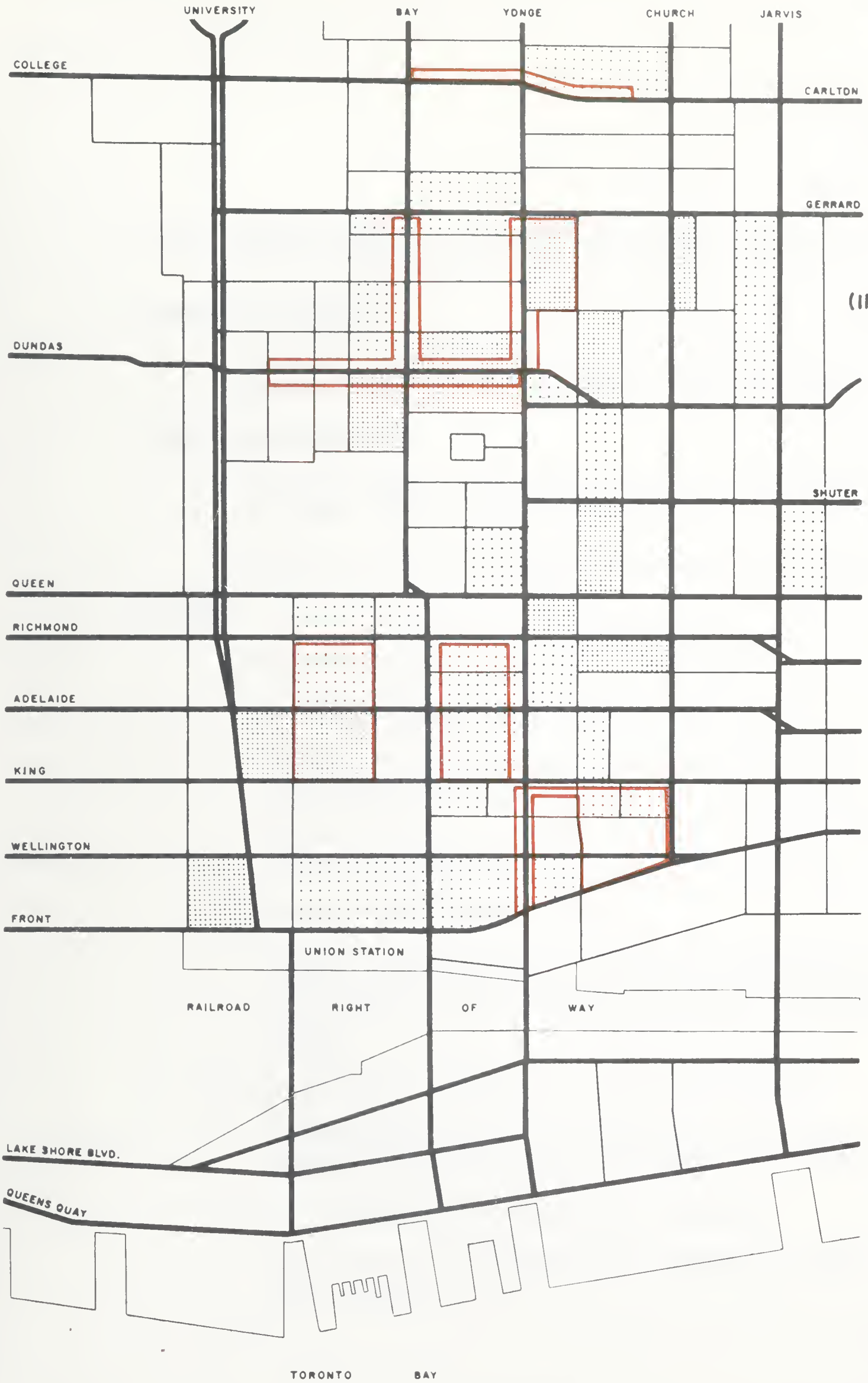
Toronto

FLOOR SPACE 1960

OTHER PERSONAL SERVICES
(INCLUDING BARBERING & PHOTOGRAPHY.)

FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- LIMIT OF MAJOR 1980 GROWTH



FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

9. OTHER PERSONAL SERVICES - including barbering, hairdressing, photo processing, cleaning, pressing, shoe repair, etc.

Locational Pattern

- Scattered lightly throughout, with accentuation near the highest employment concentration, south of Queen.

Locational Preference

- To follow large employers and customer concentration, in large office buildings and hotels.

- Just off the prime business frontages on east-west streets.

Trends

For Downtown workers - in large buildings:

- between Sheppard-York-Richmond-King

- in the area between Yonge and Bay, on Richmond, Temperance, Adelaide and King.

- North of Queen - in Dundas corridor between centre Street and Victoria

For Culture-Entertainment area:

- in the area surrounding O'Keefe, the King Edward, and other future facilities (in association with restaurants, bars, and recreational services of various kinds)

For possible new development around Civic Square:

- Stimulation of additional services on east side of Yonge, Queen to Gerrard; Bay, Dundas to Gerrard.

For the College-Carlton-Bay-Yonge Sub-Centre;

- North side of College-Carlton, from Bay to Maple Leaf Gardens.

/...

10. RETAIL - Stores of all types

Locational Pattern

- Existing retail stores may be divided into four main types, each with its characteristic locational tendencies.

A. Department and Variety

- At key business intersections, mainly Yonge and Queen.

B. Specialy and Clothes

- Yonge, between King and Richmond
  between Albert-Shuter and Gerrard

C. Durable Consumer Goods

- - Yonge, east side between Queen and Shuter
  west side between Dundas and Elm; and
  scattered along the parallel north-south
  streets - Victoria, Bay, Church.
  Automobile sales show tendency to
  concentrate on Bay, north of Dundas.

D. Office and Personal
- Mainly on the east-west commercial streets

  - King and Adelaide, between Bay and York,
  - Dundas, between Yonge and Centre
  - East side of Church, a cluster north and south of Queen.

In general, most of the retail development is on Yonge, north of Queen.

Locational Preference

1. Towards downtown workers and offices, on whom they are becoming increasingly dependent.

2. Towards transit focal points.

Trends

- There will be an accentuation of the existing pattern for each of the 4 main retail types, with the possible following new emphasis:

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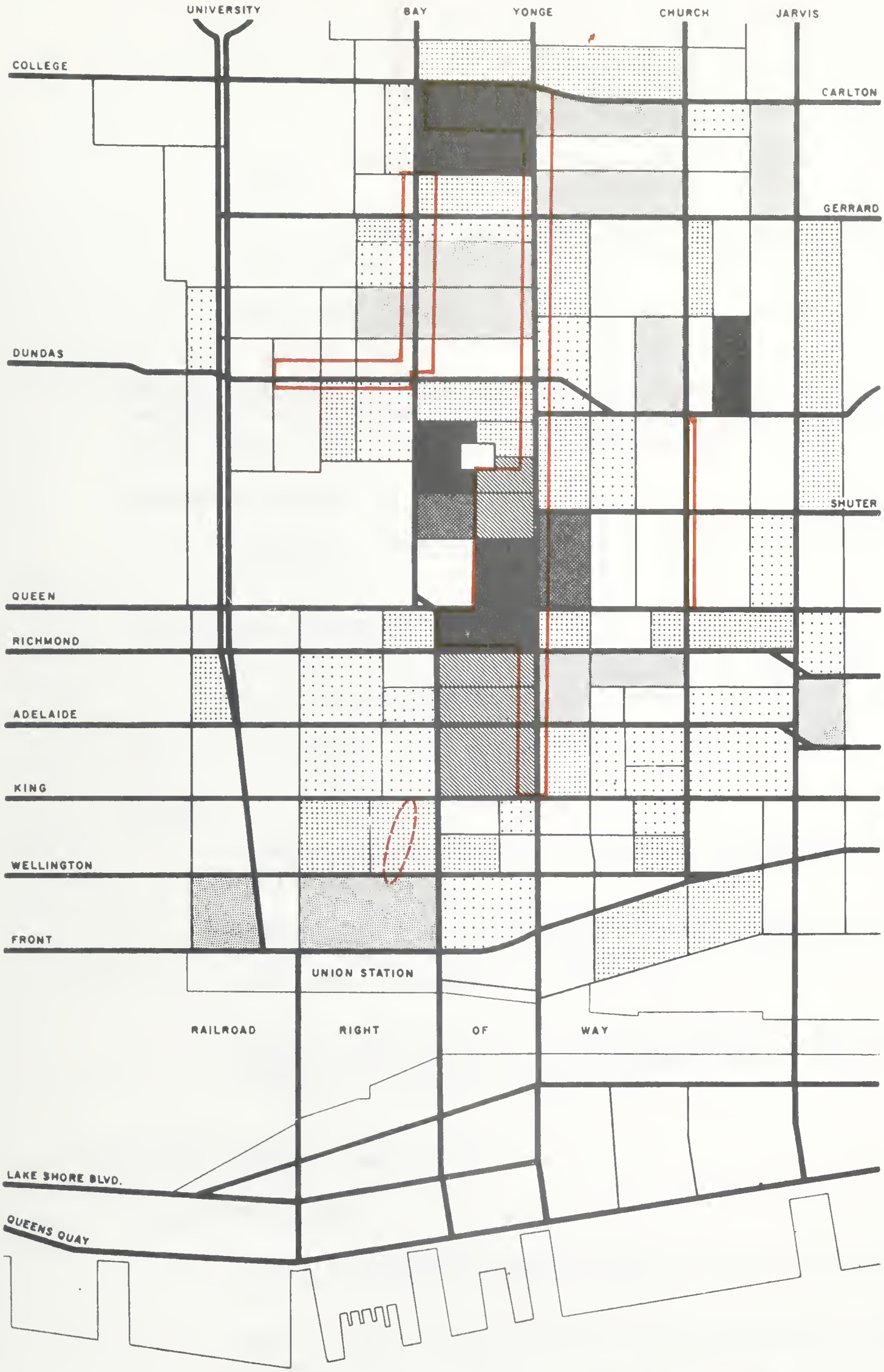
DOWNTOWN

Toronto

FLOOR SPACE 1960

RETAIL.



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,000 +
- LIMIT OF MAJOR 1980 GROWTH
- POSSIBLE NEW RETAIL CONCENTRATION.

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

- A retail corridor between Yonge and University, along Dundas.

- Compact designed development, both large and small scale - off Yonge, and between Bay and York, South of Queen.

- More specialty shops, on Yonge and Bay, north of Dundas.

11. RECREATIONAL AND CULTURAL SERVICES (including Theatres, Theatrical services, bowling alleys, arena, ballet production, athletic club, concert hall, dance studio, swimming pool, etc.)

Locational Pattern

- Scattered, with concentration on Yonge, from Queen to Gerrard.

Locational Preference

- To areas of heavy, passing trade - e.g., pedestrian flow generated by Department stores - Queen and Yonge.

- To cultural focal points, like the O'Keefe Centre.

Trends

- Further intensification, east side of Yonge, Queen to McGill.

- Gradual build-up around O'Keefe Centre, north of the Centre, east towards the market square, and north to St. James Cathedral.

- Special opportunity, North side of Market Square, on mainly City-owned land for something like an 800 seat theatre or a museum of modern art.

12. MANUFACTURING - mainly plant

Locational Pattern

- widely scattered, some accentuation in the Wellington-Front-Church-Queen industrial zone.

  (Note: little in the industrial zone between Bay and Yonge, north of Dundas)

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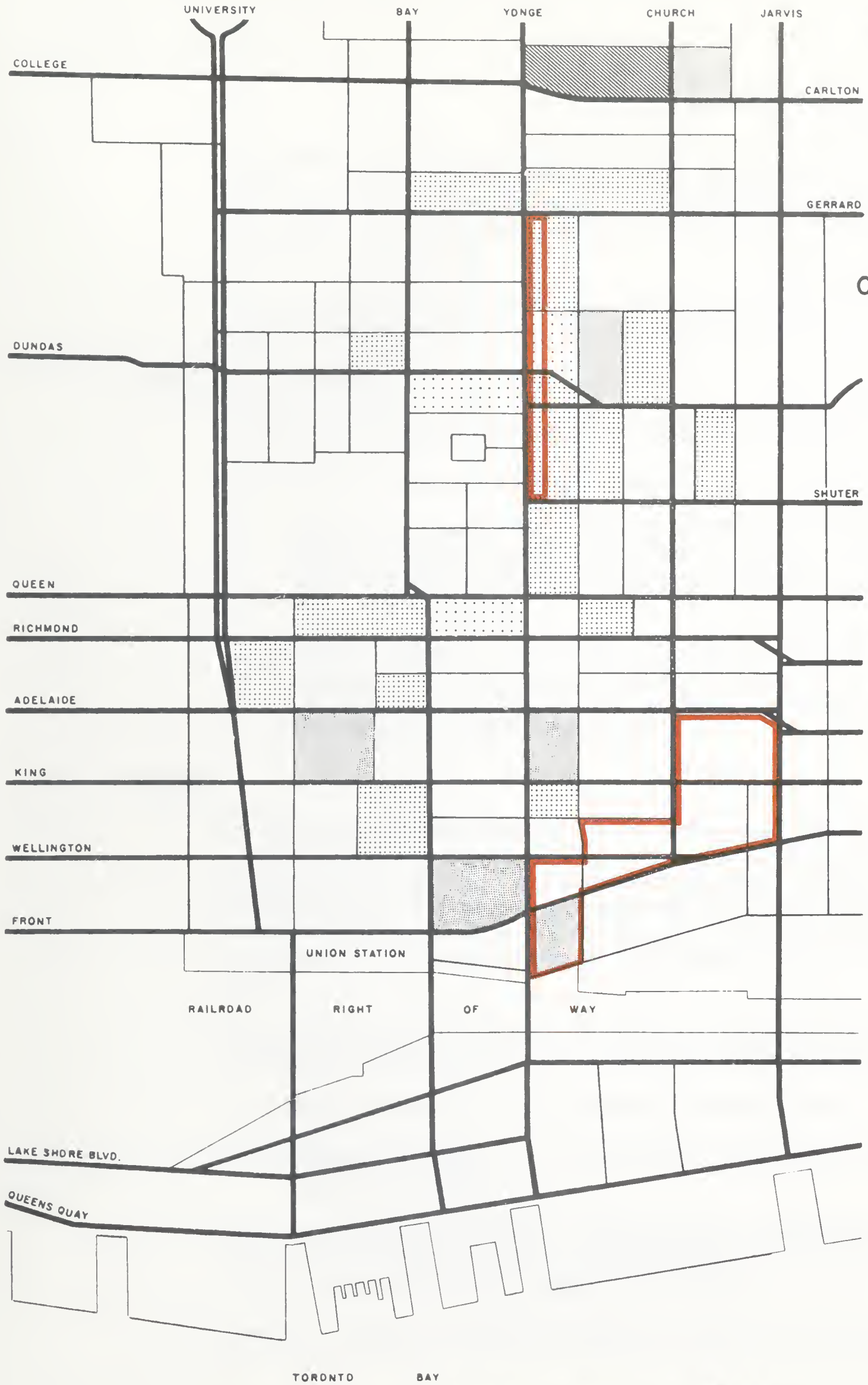
DOWNTOWN

Toronto

FLOOR SPACE 1960



RECREATIONAL & CULTURAL SERVICES

FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- 150,001 – 300,000
- LIMIT OF MAJOR 1980 GROWTH.

FEBRUARY 1962

0 500 1000
FEET

1960 [illegible]

CITY OF TORONTO
PLANNING BOARD

- a significant amount in the Downtown core, south of Queen, of the "custom workshop" type (approved in C.1), of small non-conforming plants in obsolete office buildings, and of newspaper plants (permitted in C.1 as "business office".)

- An accentuation east of Yonge, north and south of Dundas (where zoning is C.1 and uses non-conforming).

Locational Preference

- Very few new buildings for this function since 1930.

- The Downtown has an attraction for

  - small, new industries - taking advantage of surplus, obsolete office space - that come and go. The Downtown performs a kind of incubator function. (See Kerr, Spelt study).

  - Certain industries for whom a downtown location is optimum, e.g., newspaper plants, jewellery, involving style, comparison purchasing and hence clostering of jewellery firms, etc.

Trends

- Away from Wellington-Front Street industrial area, to industrial areas east and west of Downtown; because of the "invasion" of Finance and Business Services, and the desirability of moving industrial and wholesale uses between O'Keefe Centre and St. Lawrence Market; displacement mainly to the west where development is not so dense now.

- To serve the industry of this area, an efficient multi-level industrial building may be an economic proposition, because

  (a) these industries rarely build themselves, and

  (b) there is a high rate or turn-over, although a continuous demand for space.

  One or two such buildings, strategically placed, e.g. south side of Wellington or West of University - could take care of a large part of this industrial demand.

- north of Dundas to Gould, between Victoria and Mutual

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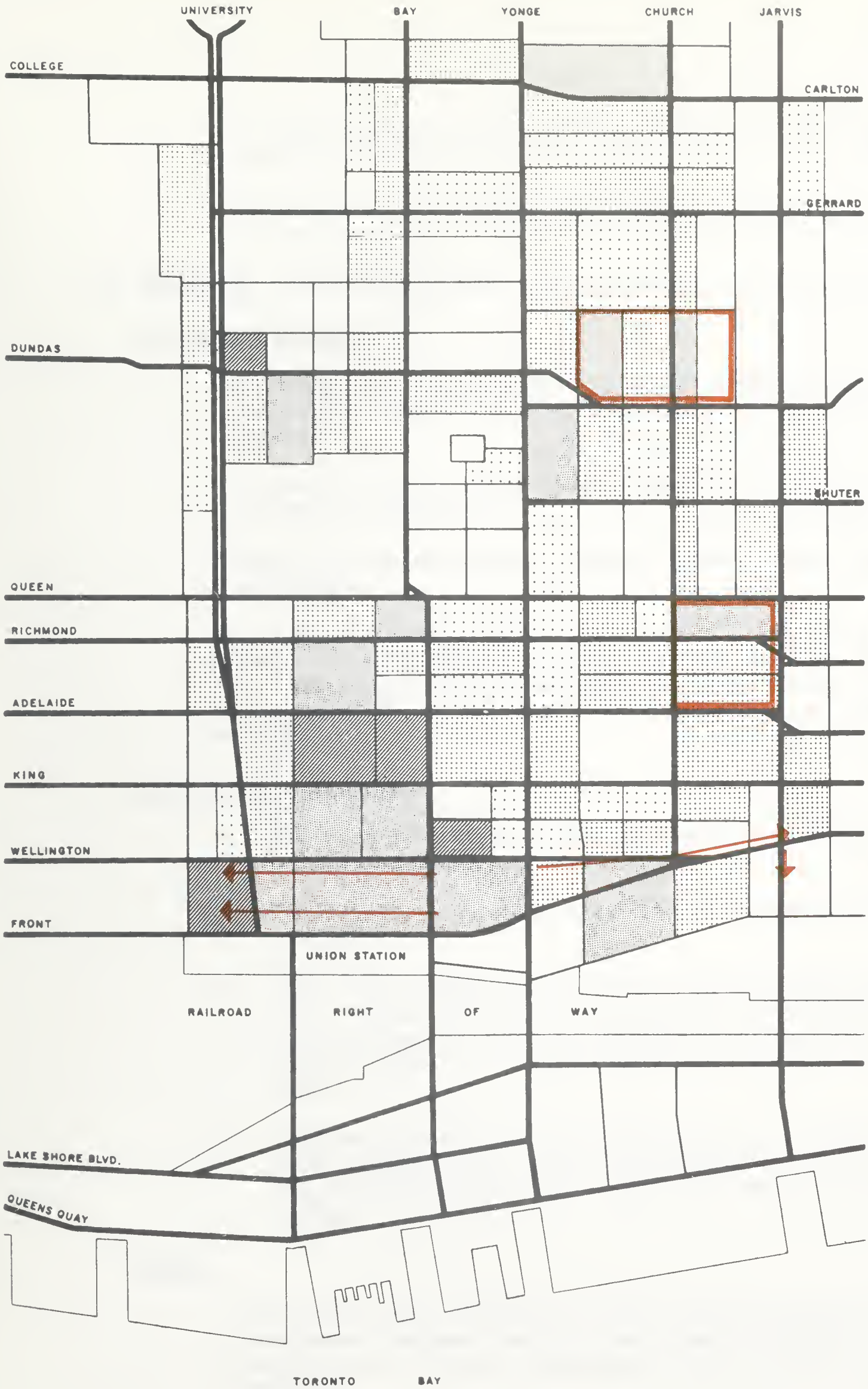

DOWNTOWN

Toronto

FLOOR SPACE 1960

MANUFACTURING

FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- DIRECTION OF MOVEMENT OUT OF EXISTING INDUSTRIAL AREAS
- LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

1966 216

- In the existing industrial zone; south of Queen, between Church and Jarvis.

- Scattered in multi-level, multi-purpose buildings, as zoning permits.

13. WHOLESALE - includes offices, store-showrooms and storage space

Locational Pattern

- A significant concentration in the Wellington-Front industrial zone and the area adjoining it, east of Yonge Street;

- In the industrial zone, between Church and Jarvis, north of Front to Queen; and

- Some in industrial zone, north of Dundas, between Bay and Yonge.

The rest is scattered in multi-purpose buildings, as zoning permits - e.g. north-west corner, College and Bay - B.A. Oil; south-west- Albion Asbestos, Canadian Gypsum. "Sample or showroom" in C.1 includes "the display room of a wholesale merchant".

Locational Preference

A. The bias is different for "wholesale" consisting of office and showrooms; from

B. "Wholesale" consisting of office and showrooms and storage.

A. This group (which includes the importers-exporters) has a strong affinity to the fringe of the Downtown core, attracted by Hotels, Downtown customers, Post Office, Banks (re foreign exchange), Customs brokers, etc.

B. This is attracted to areas where space is cheaper, near arterial roads and so has been moving out of the Downtown proper (e.g. almost the whole grocery group).

Trends

- Wellington-Front wholesale to give way like manufacturing to Finance, Business Services and (East of Yonge) to Recreational Services, restaurants and other personal services.

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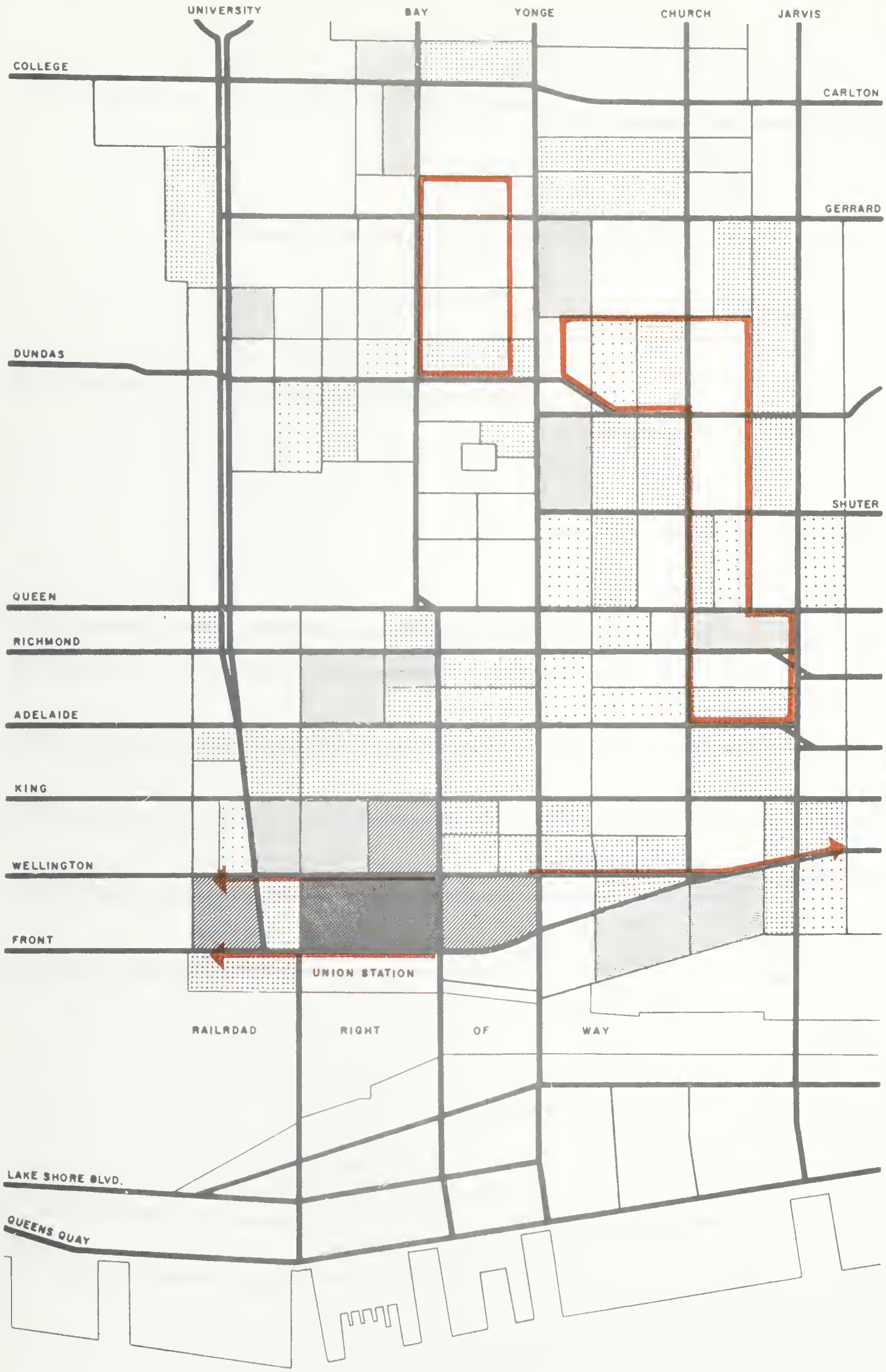
DOWNTOWN

Toronto

FLOOR SPACE 1960

WHOLESALE.



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000

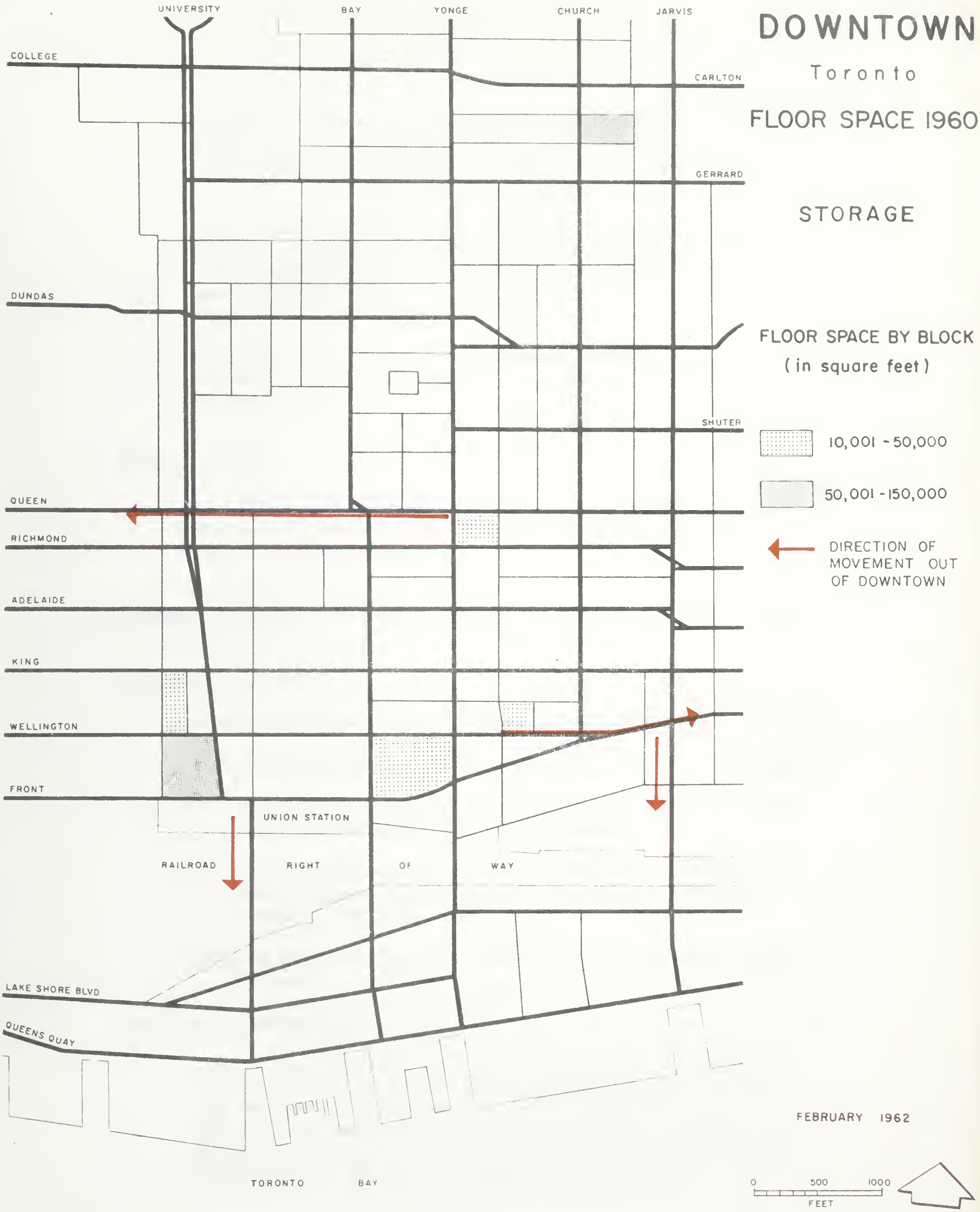
DIRECTION OF MOVEMENT OUT OF EXISTING INDUSTRIAL AREA

LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000 FEET

CITY OF TORONTO
PLANNING BOARD


DOWNTOWN
Toronto
FLOOR SPACE 1960
STORAGE
FLOOR SPACE BY BLOCK
(in square feet)
10,001 - 50,000
50,001 - 150,000
DIRECTION OF MOVEMENT OUT OF DOWNTOWN
UNIVERSITY
BAY
YONGE
CHURCH
JARVIS
COLLEGE
CARLTON
GERRARD
DUNDAS
SHUTER
QUEEN
RICHMOND
ADELAIDE
KING
WELLINGTON
FRONT
UNION STATION
RAILROAD RIGHT OF WAY
LAKE SHORE BLVD
QUEENS QUAY
TORONTO BAY
FEBRUARY 1962
0 500 1000
FEET
CITY OF TORONTO
PLANNING BOARD

- For same reasons as operate in "Manufacturing" a Consolidation, e.g. Merchandise Mart, would seem to be economically sound, and efficient from a land use point-of-view.

- Main concentration (a) in and developing from other existing C.2 zones - from Church-Jarvis-Adelaide-Queen north between Mutual and Church to Gould and west to include the brewery; and (b) in the zone between Bay and Yonge, North of Dundas.

  Area (a) would include some storage - wholesale as well as office showroom; Area (b) more suitable for office-showroom type.

14. STORAGE (only)

Very little pure storage remains in the Downtown. In the future, it is most likely to relocate south, closer to harbour and expressway.

15. COMMUNITY SERVICE - including Education, Health, Religious and Welfare.

Locational Pattern

- Scattered throughout, with some accentuation south of Queen.

- There are three significant groupings of large institutions:

(i) the hospital complex along University Avenue, in the north-western part of the District;

(ii) St. Michael's Hospital - St. Michael's Cathedral and Metropolitan United Church in the Victoria-Church-Dundas-Queen area; and

(iii) The Ryerson Institute between Victoria-Church-Gould-Gerrard.

Locational Preference

- Generally, the offices in this group, are interested in the accessibility to the whole Metropolitan area which the transportation convenience of the Downtown affords; and are not oriented to the major downtown business groups - although they benefit from some of the external advantages of the area - shopping and services.

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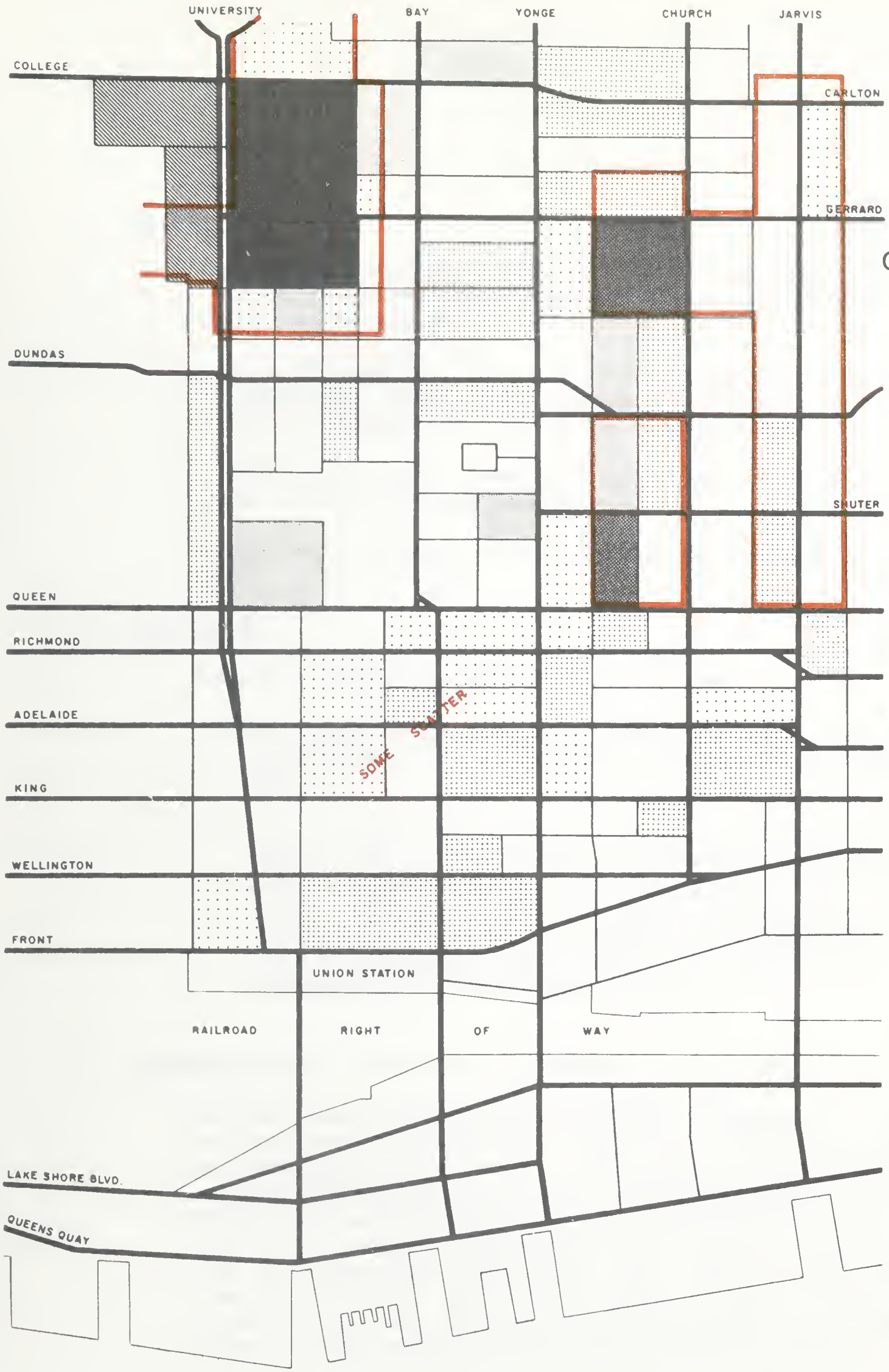
DOWNTOWN

Toronto

FLOOR SPACE 1960

COMMUNITY SERVICES.



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- 150,001 – 300,000
- 300,001 – 500,000
- 500,000 +
- LIMIT OF MAJOR 1980 GROWTH

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

Trends

- Offices in this group will tend to move north of Queen, to Jarvis where the competition for sites with other groups will not be too great.

- The N.W. hospital complex will expand around the edges, mainly with ancillary developments - doctors' offices, staff residences and off-street parking structures.

- There may be some development of doctors' offices at Bay and College and along Bay to Dundas.

- Ryerson Institute will need to expand, east and/or north.

16. GOVERNMENT:

Forecast figures for this function assume

(1) that a number of municipal offices scattered throughout the Downtown will be concentrated into the new City Hall; and,

(2) that a number of Provincial Government offices now in the Downtown will be relocated to an expanded government centre, planned to the east of the present Queen's Park area. As far as can be determined at this time, there are ten provincial establishments in the Downtown - 3 south of Queen and 7 north of Queen - that will be relocated out of the Downtown district.

17. COMMUNICATION: - mainly Bell Telephone and the C.B.C.

Not much change in locational pattern is expected. C.B.C. has announced a relocation from its Jarvis-Carlton Street location within this period. There is a possibility that private broadcasting will want to come together to form a conspicuous and attractive Broadcasting Centre in the Downtown. Several alternative areas would be suitable: e.g. (i) around the Civic Square (ii) the area east of the King Edward Hotel, on the south side of King, which is opposite the Court Street open space, and near the O'Keefe Centre and the future cultural-entertainment centre.

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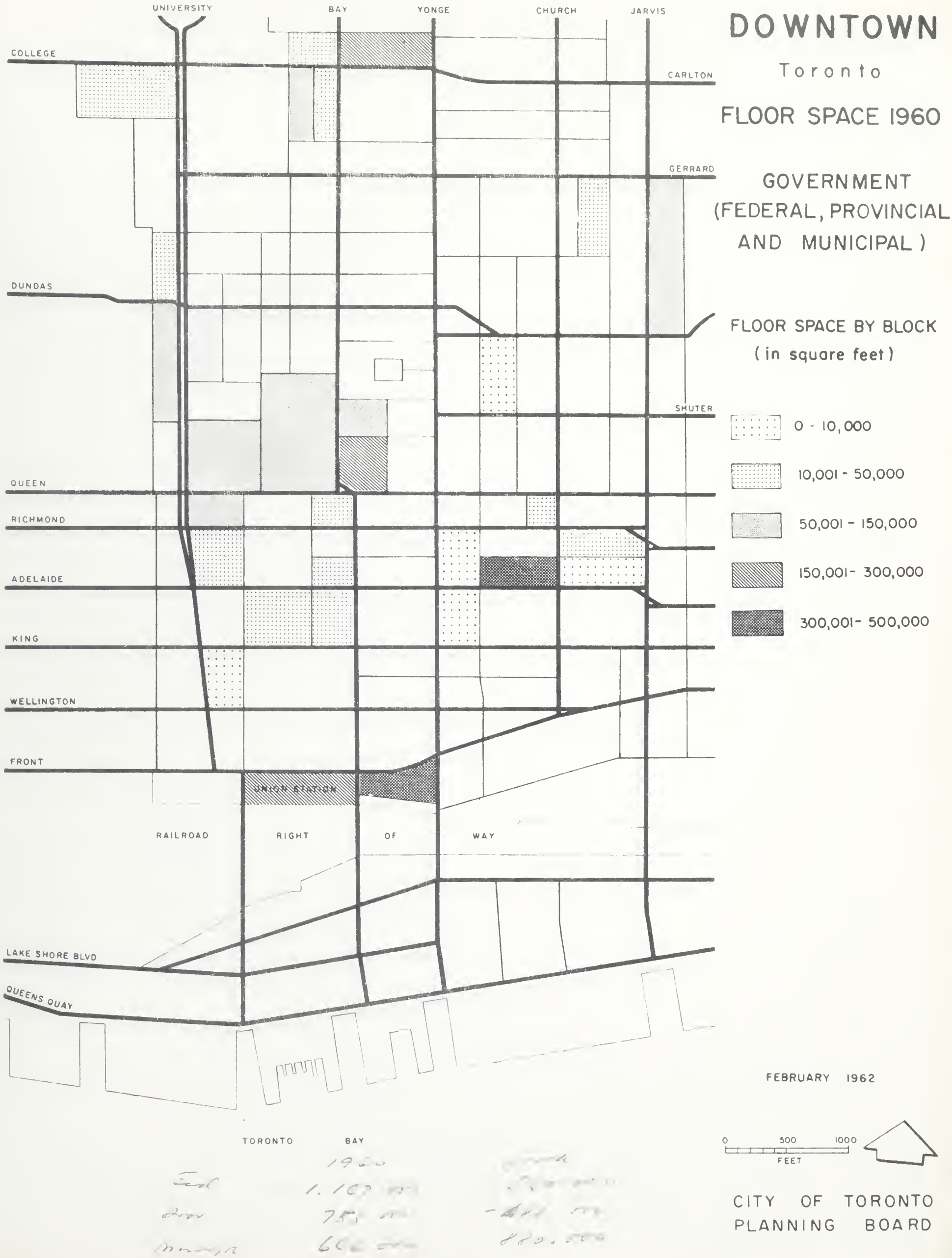


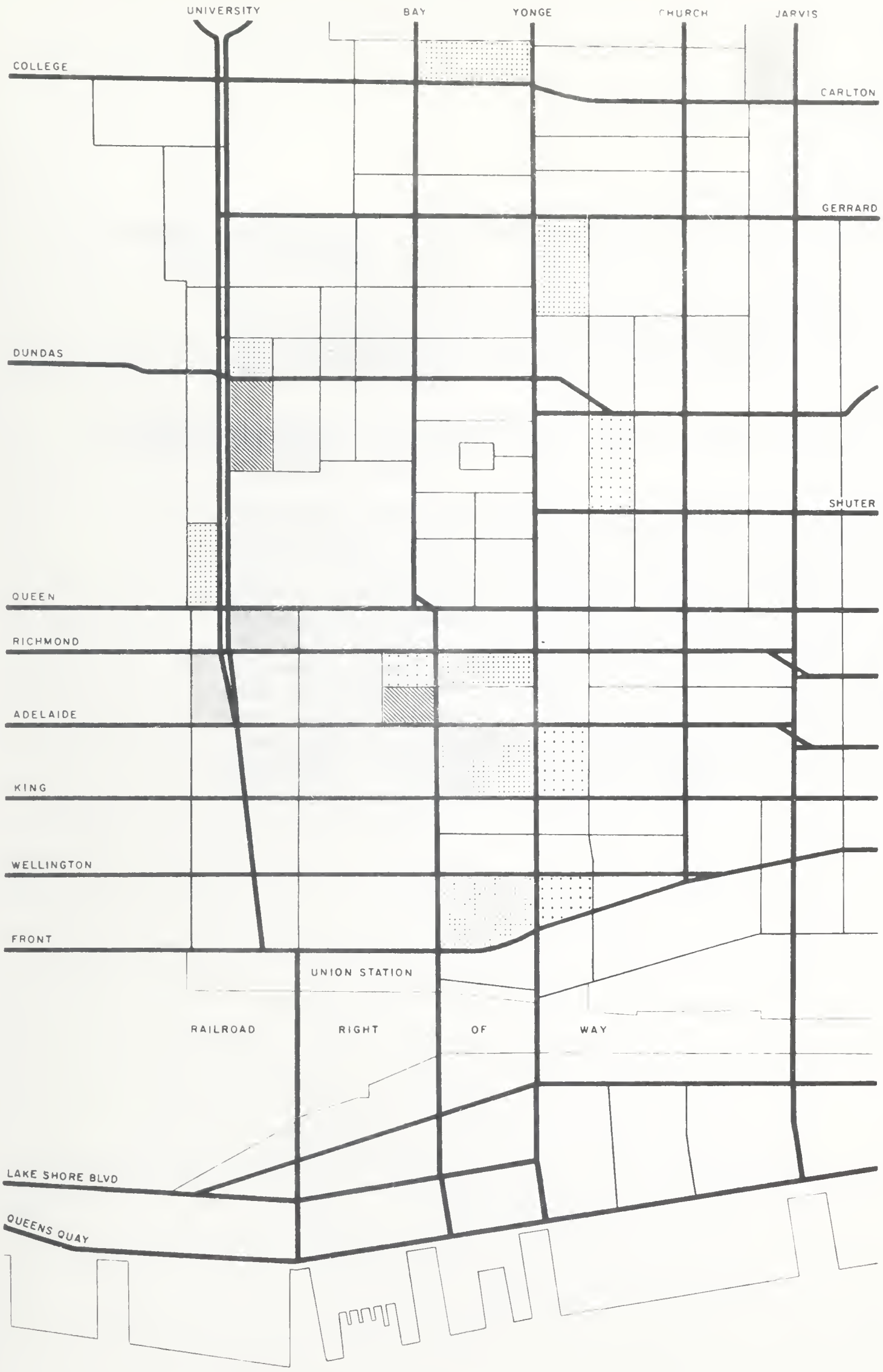
DOWNTOWN
Toronto
FLOOR SPACE 1960
GOVERNMENT
(FEDERAL, PROVINCIAL
AND MUNICIPAL)
FLOOR SPACE BY BLOCK
(in square feet)
0 - 10,000
10,001 - 50,000
50,001 - 150,000
150,001 - 300,000
300,001 - 500,000
UNIVERSITY
BAY
YONGE
CHURCH
JARVIS
COLLEGE
CARLTON
GERRARD
DUNDAS
SHUTER
QUEEN
RICHMOND
ADELAIDE
KING
WELLINGTON
FRONT
UNION STATION
RAILROAD
RIGHT
OF
WAY
LAKE SHORE BLVD
QUEENS QUAY
TORONTO
BAY
FEBRUARY 1962
0
500
1000
FEET
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1960

COMMUNICATION



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

1960 897500

CITY OF TORONTO
PLANNING BOARD

18. PUBLIC UTILITIES: - Ontario Hydro Electric, Toronto Hydro-Electric and Consumers Gas

Not much change in locational pattern is expected. The major known change is the use of the present site of the Royal Conservatory of Music by Ontario Hydro.

19. TRANSPORTATION: - including rail, air, bus and trucking companies, and travel offices.

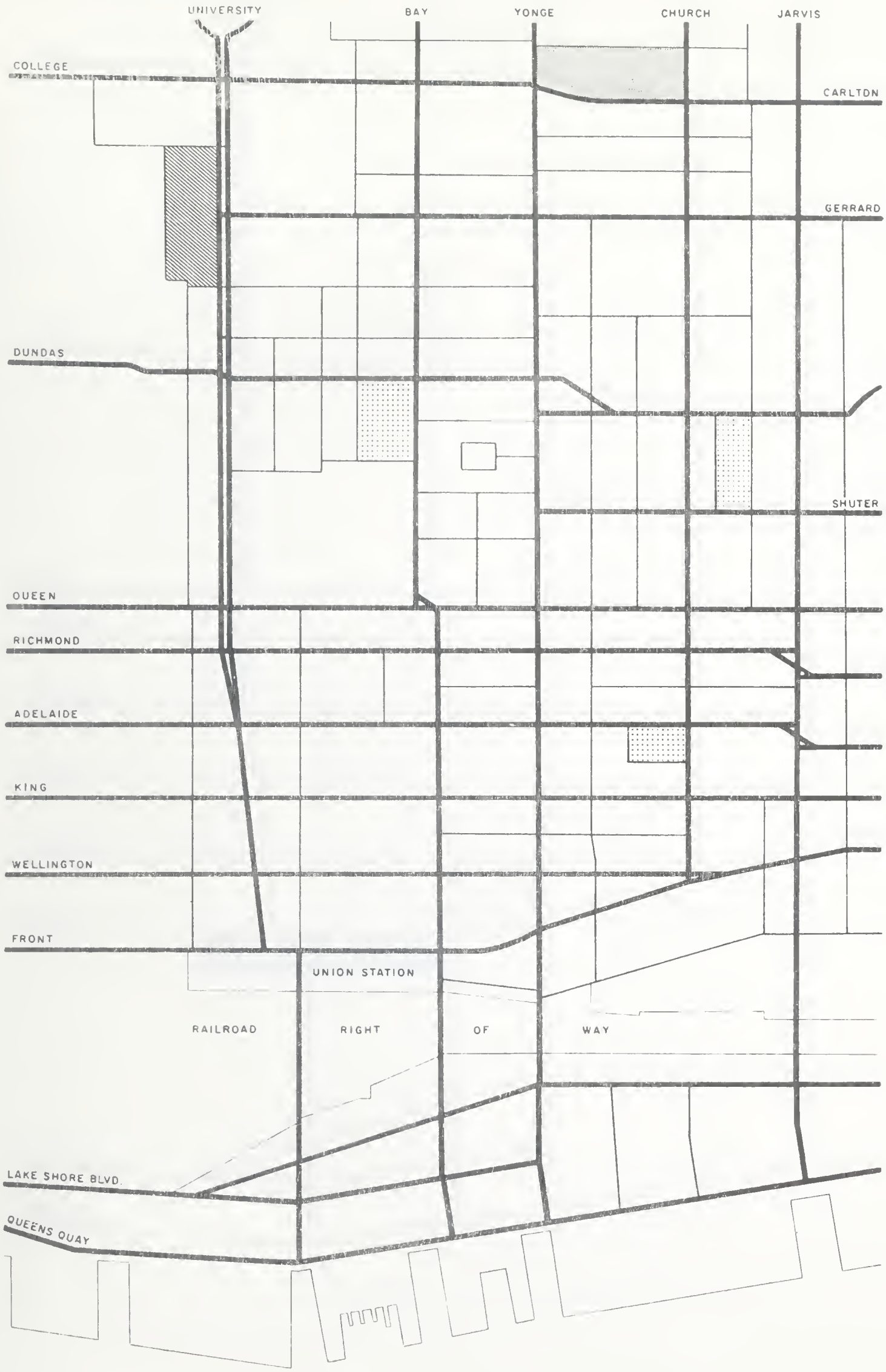
The offices and services in this group are scattered throughout Downtown, with a distinct concentration at King and Yonge. The major anticipated development is the establishment of a transportation terminal at the southern limit of the District, possibly over the tracks behind Union Station. This might include a bus terminal, airline offices, a helicopter landing field and office, and related facilities such as hotels and restaurants. This site would have the advantage of proximity to expressways, to Union Station, to other Downtown Hotels and to the downtown business area generally. Built high over the tracks it could have a commanding view of the harbour and lake.

DOWNTOWN

Toronto

FLOOR SPACE 1960

PUBLIC UTILITIES



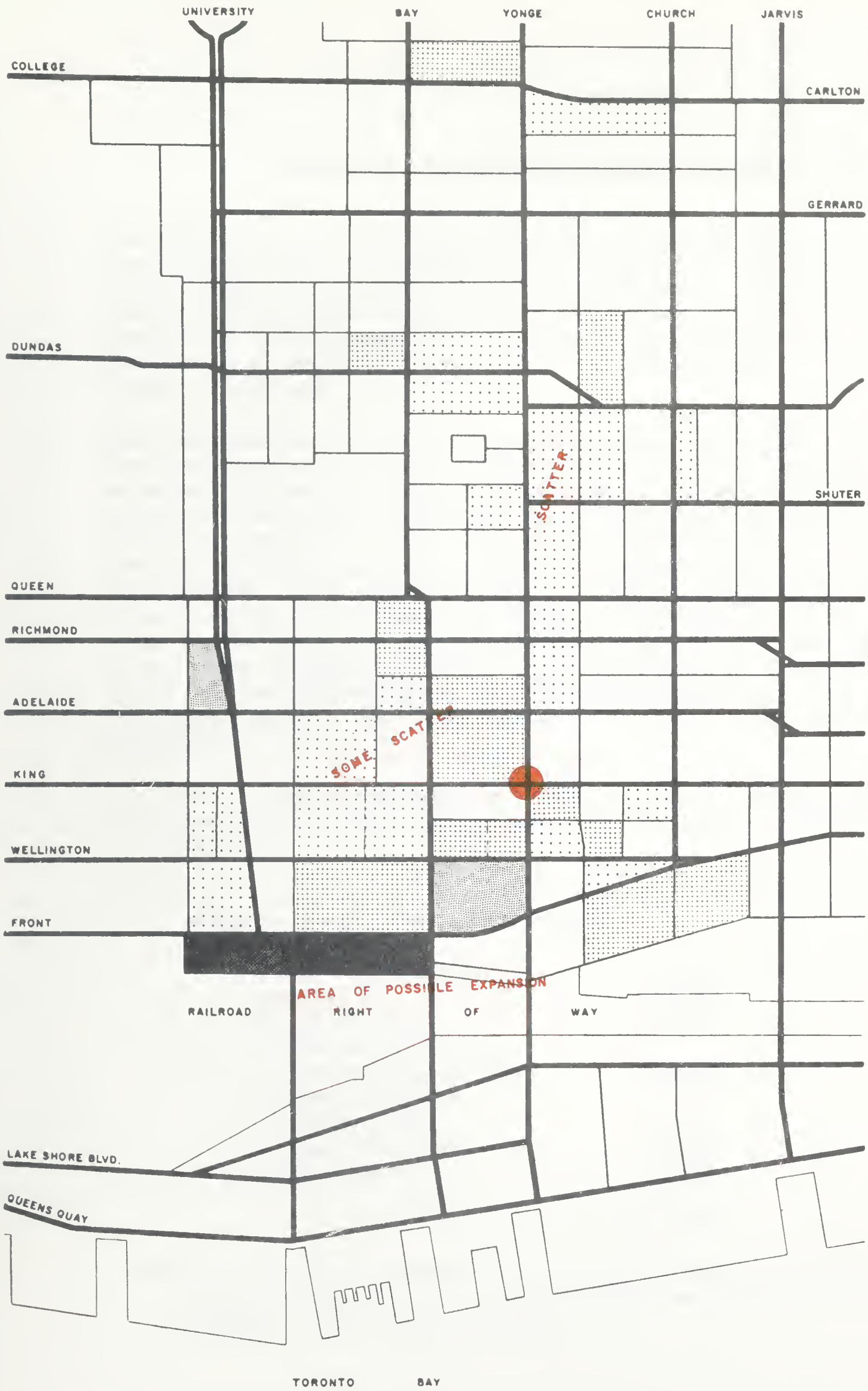
FLOOR SPACE BY BLOCK
(in square feet)

- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1960

TRANSPORTATION

FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- 300,001 – 500,000
- 500,000 +
- FOCUS OF TRANSPORTATION OFFICES

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

CHAPTER III : DISTRIBUTION OF DEVELOPMENT, 1980

The total amount of development by function and major building type expected in 1980, and its distribution north and south of Queen, are shown in the tables that accompany this chapter. The forecasted occupied floor space will be 52,310,000 square feet (53,893,000 square feet, with office vacancies) representing a 30.4% increase over the 1960 total of 40,086,000 square feet (41,554,000 square feet, with office vacancies).

The distribution of total 1980 space by blocks for the nineteen major downtown functions are shown on the series of nineteen Floor Space, 1980 maps that follow the end of this chapter. To interpret these maps correctly, the steps involved in their development need to be understood. First, the amount of gross floor space for each function for each block was increased or decreased by the forecasted percentage increase or decrease for the Downtown as a whole. Secondly, our study of locational trends was applied to make adjustments in the expected distribution of floor space, north and south of Queen. And, thirdly, the study of location was further applied to make adjustments in the distribution of space for the eighteen areas defined on the accompanying map of Space Allocation Areas. Appropriate block adjustments were made for affected functions.

The initial 1980 floor space distribution, which assumed the 1960 locational pattern, has been adjusted in the light of locational trends as follows:-

1.(a) Some 2,143,000 square feet of floor space was re-allocated from south to north, made up as follows:-

Finance, Insurance	850,000	square feet
Wholesale	612,000	"
Manufacturing	386,000	"
Business Services - Law and Accountancy	111,000	"
Personal Service - Restaurants	80,000	"
Primary Industry	55,000	"
Construction	49,000	"
	2,143,000	"

(b) This was partly off-set by the re-allocation of 120,000 square feet of Transportation, representing re-allocation of the bus terminal, from north to south.

/...

Occupied Floor Spaces by Type in Downtown Toronto 1960 & 1980 - 000 Square Feet

Revised

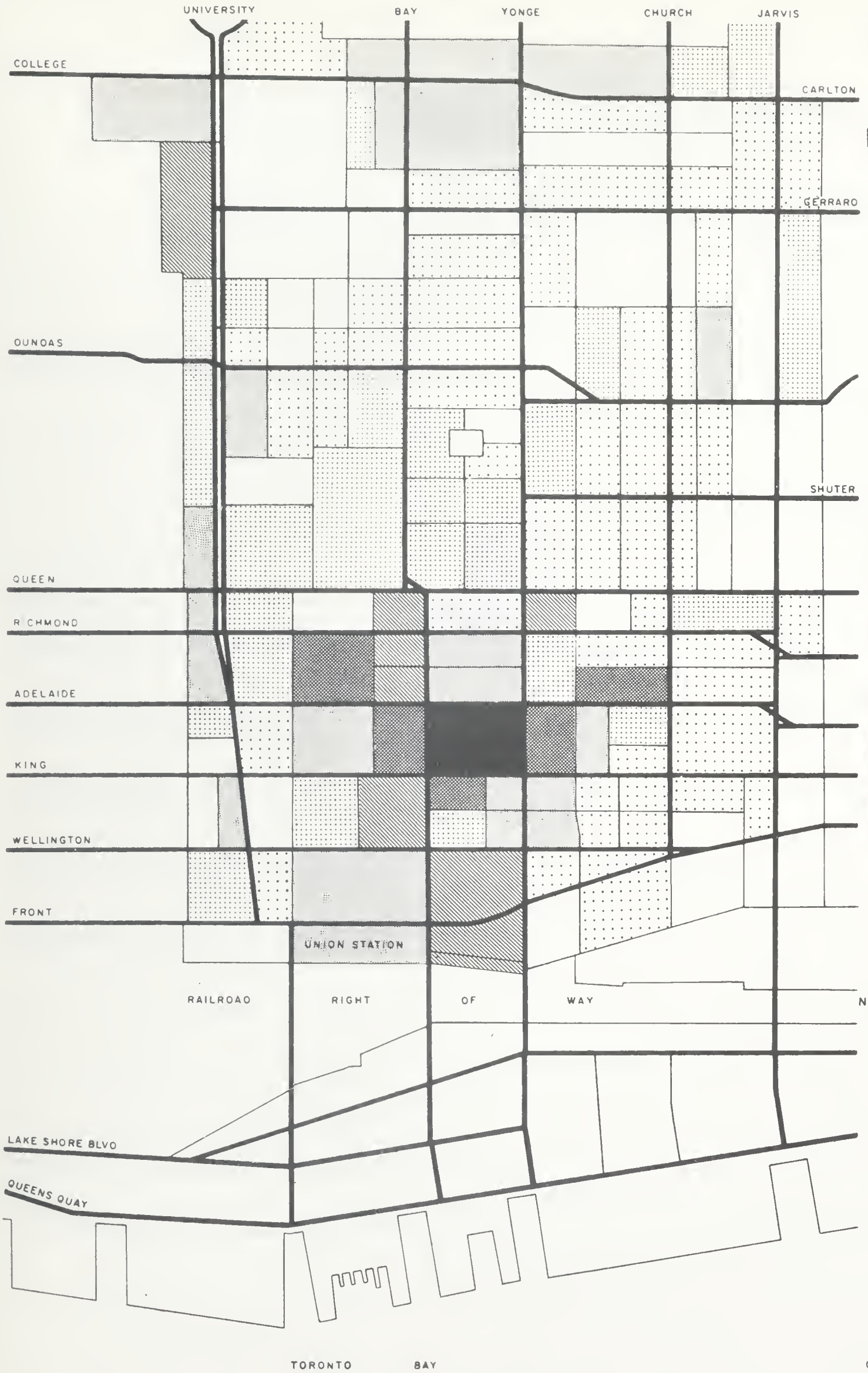
	1960				Forecast Change				1980			
	Office	Store	Other	All	Office	Store	Other	All	Office	Store	Other	All
Total All Ind.	15995	5487	18604	40086	9168	1450	1606	12224	25163	6937	20210	52310
Primary	990			990	530			530	1520			1520
Manufacture	216	100	3367	3683	200		-1057	-857	416	100	2310	2826
Construction	234		129	363	143		- 17	126	377		112	489
Transport	325		1347	1672	61		267	328	386		1614	2000
Storage			206	206			- 6	- 6			200	200
Communication	847		12	859	373		- 12	361	1220			1220
Utilities	443		33	476	353		- 33	320	796			796
Wholesale	636		2616	3252	500		- 652	-152	1136		1964	3100
Retail	975	5035	1921	7931		1352	- 500	852	975	6387	1421	8783
Finance	5467			5467	3693			3693	9160			9160
Community Serv.	304		3950	4254	143		1385	1528	447		5335	5782
Government	2498			2498	798			798	3296			3296
Recreational	100		944	1044	44		86	130	144		1030	1174
Business Serv.	2960			2960	2330			2330	5290			5290
Personal Serv.		352	4079	4431		98	2145	2243		450	6224	6674
Vacancy	1468			1468	115			115	1583			1583

DOWNTOWN

Toronto

FLOOR SPACE 1960

OFFICES



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- 800,000 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

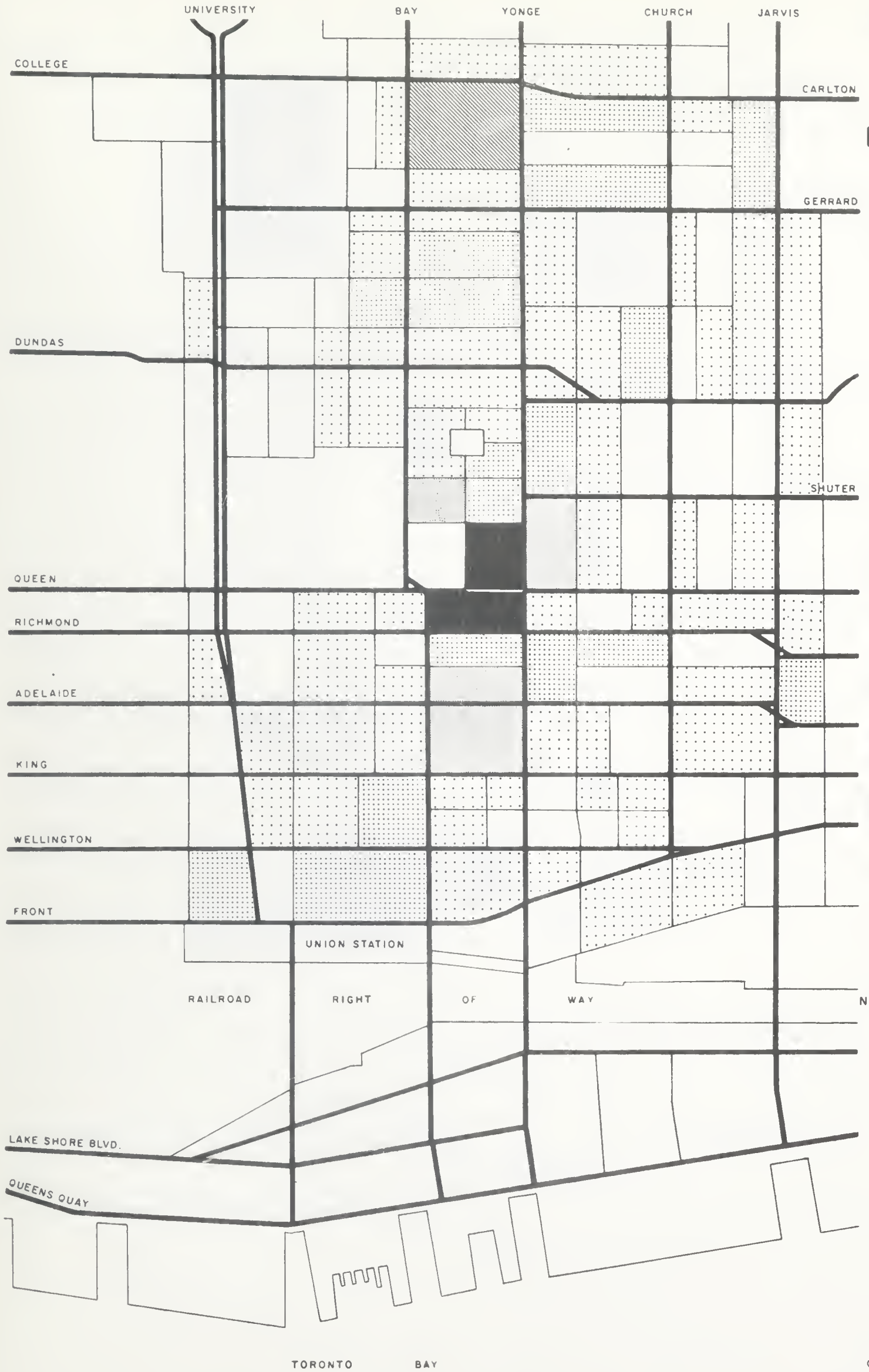
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1960

STORES



FLOOR SPACE BY BLOCK
(in square feet)

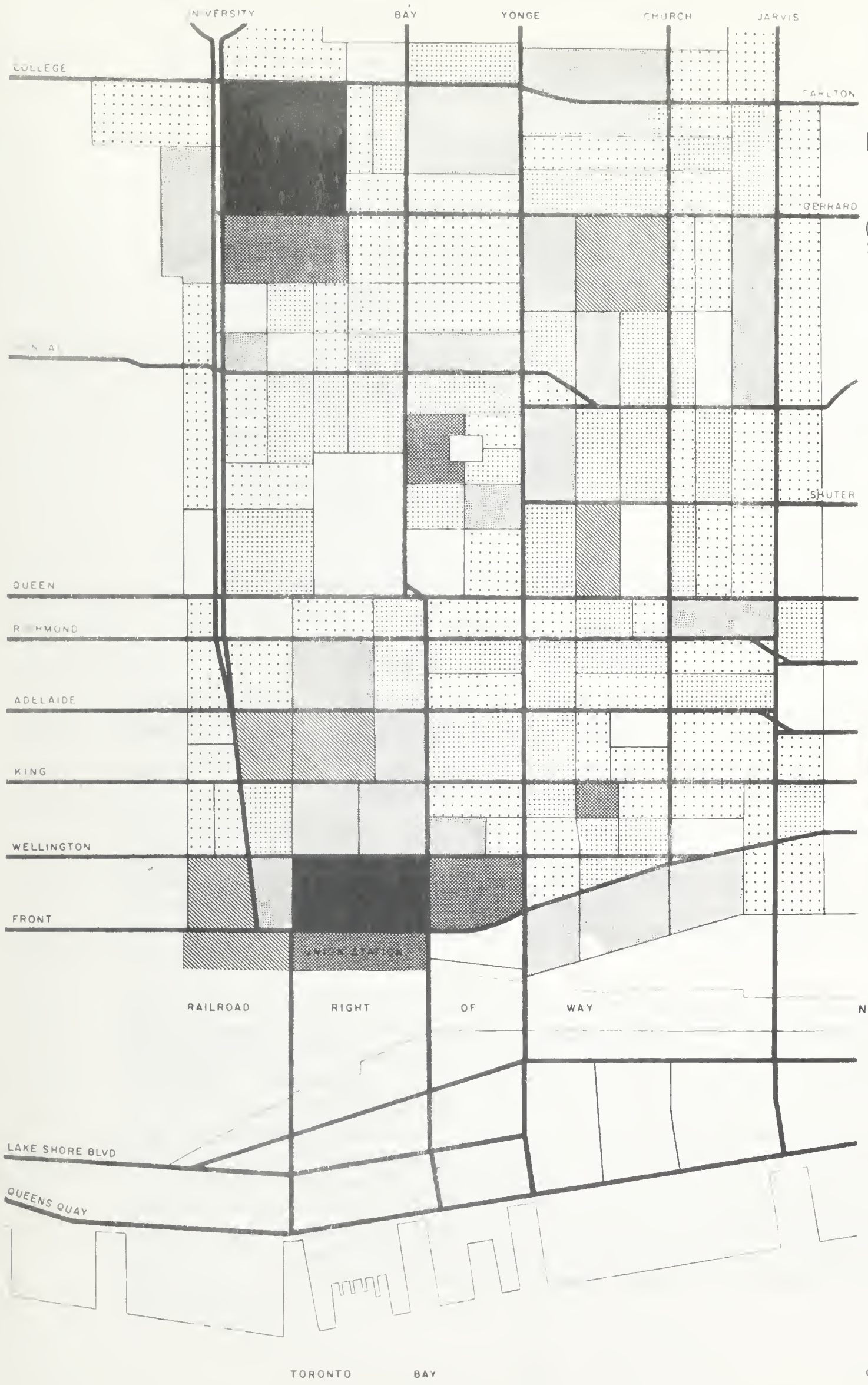
- 0 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- 800,001 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1960

OTHER

(INCL. PLANT, ANCILLARY STORAGE, THEATRES, INSTITUTIONS, ETC.)

FLOOR SPACE BY BLOCK

(in square feet)

- 0 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- 800,000 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

(c) In terms of building types, the redistribution from south to north, in net terms, was as follows:-

Offices	1,384,000	square feet
Stores	35,000	"
Other (mainly plant and restaurants)	604,000	"

(d) The overall effect of these redistributions can be seen in the accompanying tables on Distribution of Floor Space, north and south of Queen. The relative shifts in the affected functions are as follows: Primary Industry floor space which was concentrated to the extent of 98.7% in 1960, will be 95% in 1980; Manufacture space, 60.2% in 1960, 45.8% in 1980: Construction, 62% in 1960, 52.6% in 1980: Transportation, 93.4% south of Queen in 1960, 95.2% in 1980: Wholesale, 71.1% in 1960, 46.5% in 1980: Finance, 88% in 1960, 79.4% in 1980: Business Service, 83.6% in 1960, 82.5% in 1980: Personal Service, 72.8% in 1960, 72.1% in 1980.

(e) The forecasted increase of space, by building type, will be distributed between south and north of Queen,=in the following manner:-

	Increase, 1960-1980			
	Offices	Stores	Other	All (inc.offices, vacancy)
South of Queen	5,494,000 sq.ft.	480,000 sq.ft.	210,000 sq.ft.	6,184,000 sq.ft.
North of Queen	3,789,000 "	970,000 "	1,396,000 "	6,155,000 "
Total	9,283,000 "	1,450,000 "	1,606,000 "	12,339,000 "

2. The redistributed functions are allocated to the following Space Allocation Areas: Finance - Insurance; Business Services - Law and Accountancy; Primary Industry and Construction to area 12 (see accompanying map); Wholesale and Manufacturing, mainly to areas 14 and 15, and to some extent to area 12; and Restaurants to areas 1 and 12.

The results of all these adjustments are reflected in the maps of Floor Space, 1980 and Floor Area Ratio, 1980, and Floor Area Ratio, Total 1980 for Offices, Stores and Other building types. In two respects, these still do not present a fully realistic picture. Certain major developments, like the expansion of hospital facilities and the Ryerson Institute will spread to adjoining blocks, rather than pile up on existing sites. Certain other blocks, e.g. Adelaide-King-Bay-Yonge, Adelaide-King-Yonge-Victoria, etc. will have excessive floor space and density, and it will be desirable for future development with an attraction to these blocks to spread to more lightly developed adjoining blocks. The limits within which such adjustments are expected to occur are shown on the maps in the preceding chapter as "limit of major 1980 growth".

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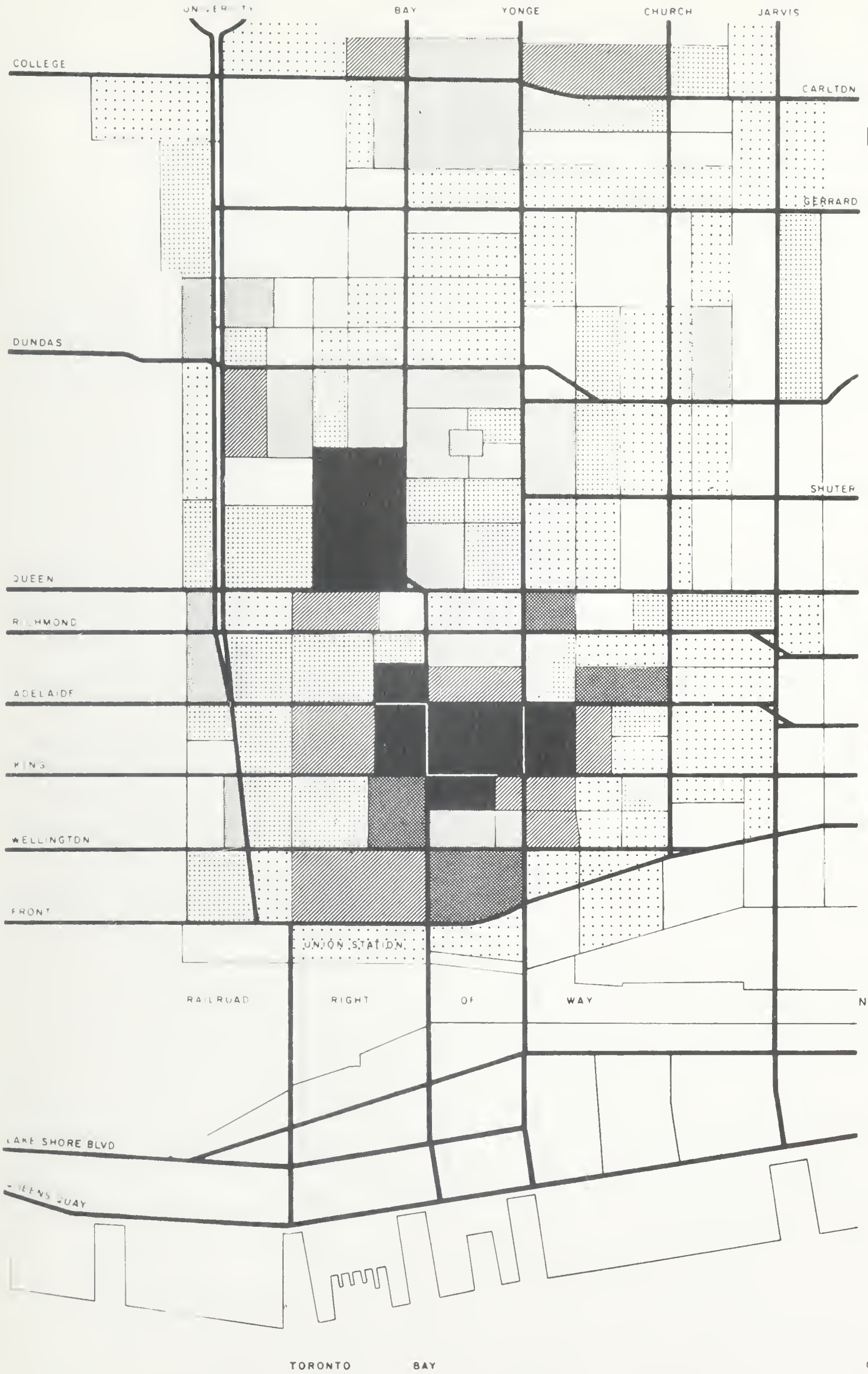
DOWNTOWN

Toronto

FLOOR SPACE 1980
OFFICES



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- 800,000 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

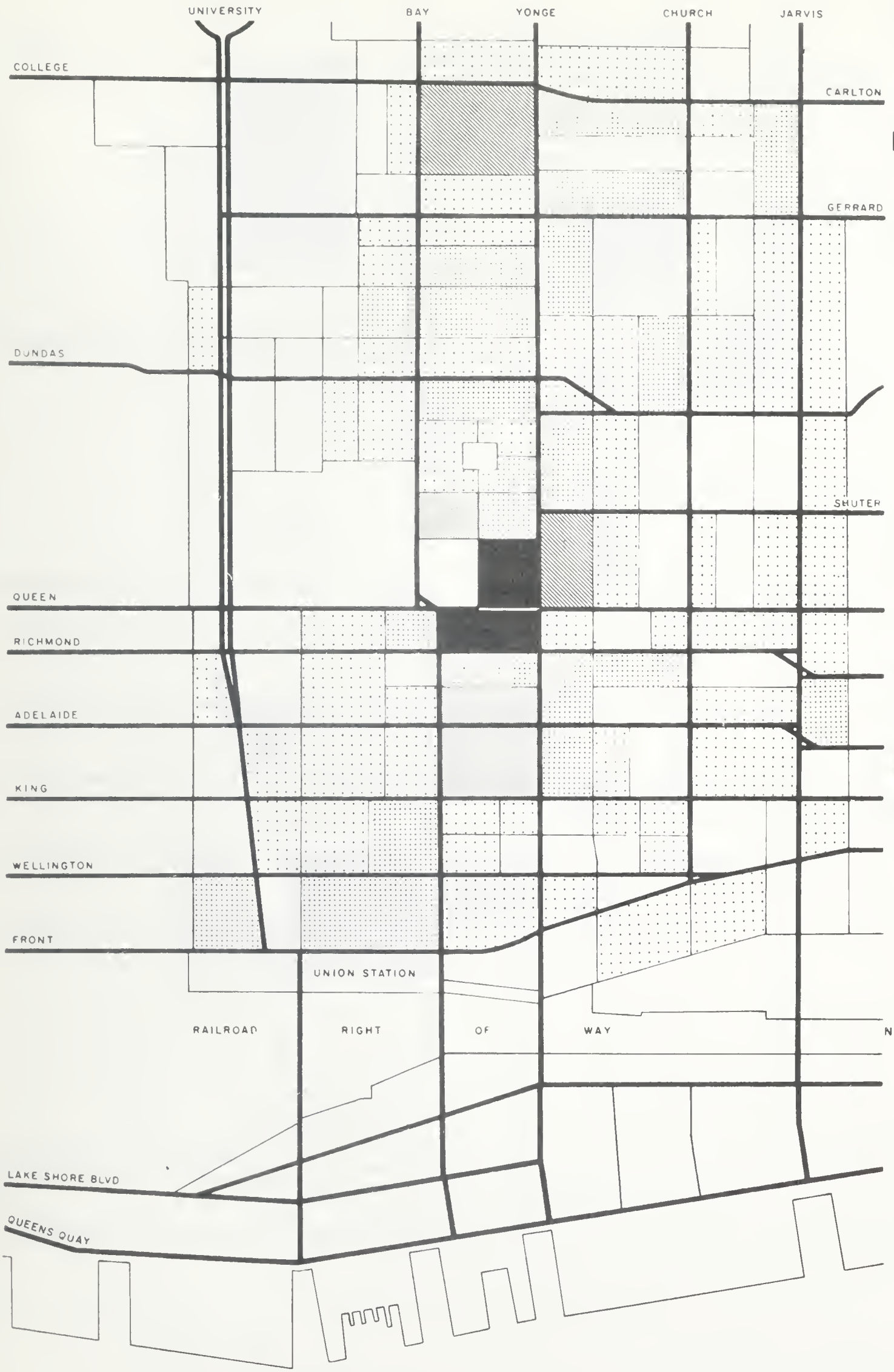
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1980

STORES



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- 800,000 +

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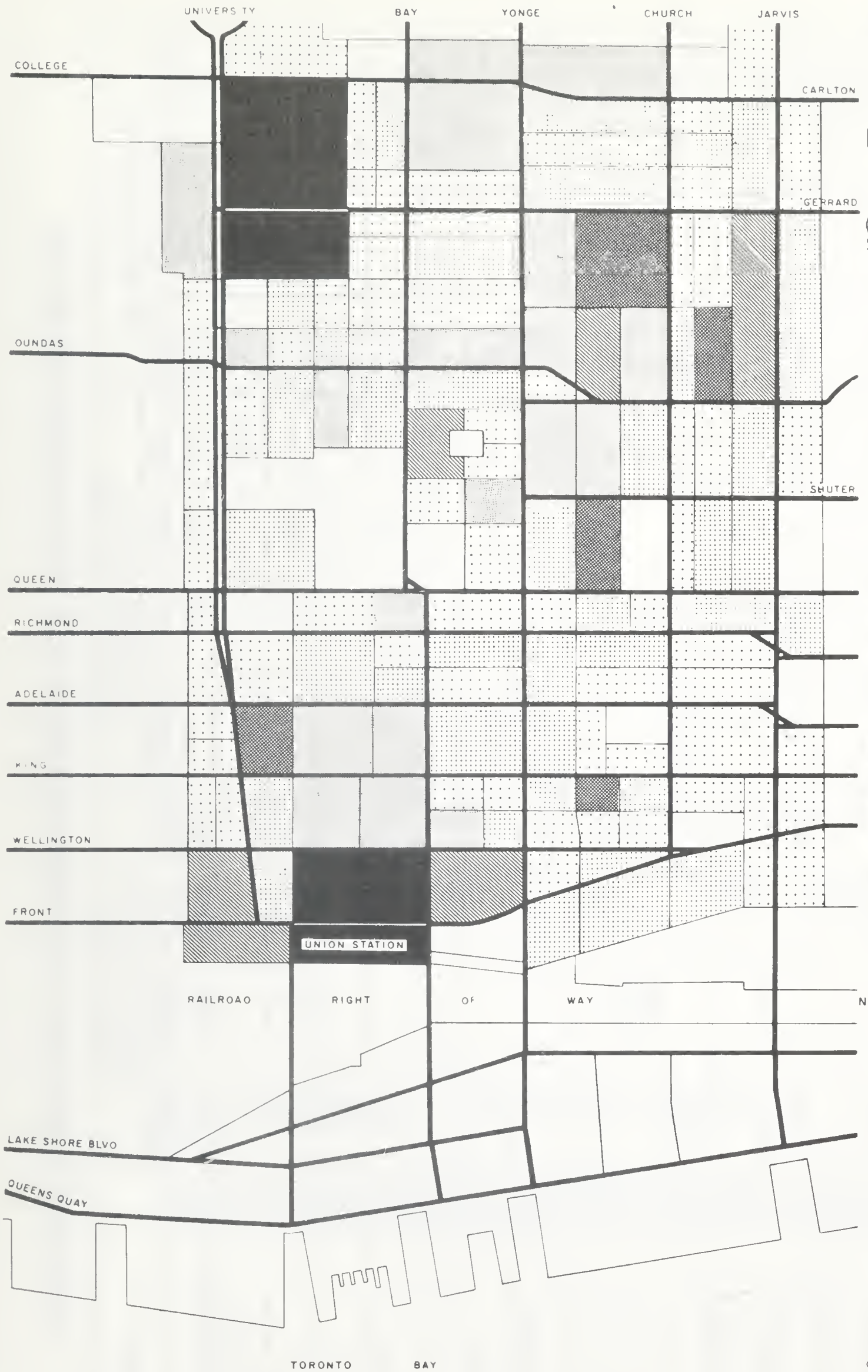
FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

OTHER

(INCL. PLANT, ANCILLARY STORAGE, THEATRES, INSTITUTIONS, ETC.)

FLOOR SPACE BY BLOCK

(in square feet)

- 0 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- 800,000 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

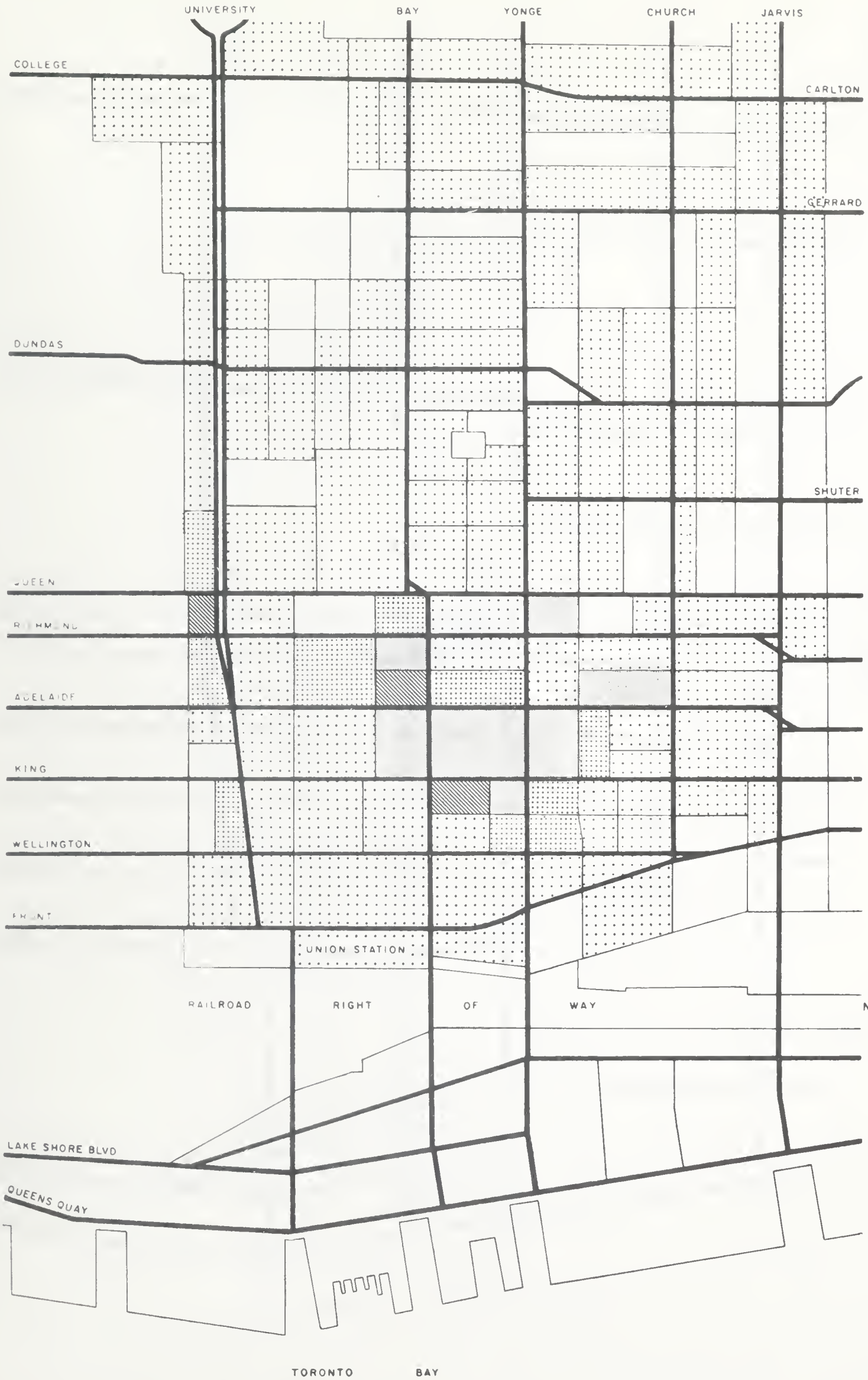
FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

DISTRIBUTION OF FLOOR SPACE, BY FUNCTION AND BUILDING TYPE, SOUTH OF QUEEN, 1960 AND 1980

Function		South of Queen (in 000's sq. ft.)				Difference 1960-1980 (in 000's sq. ft.)				% in Area of Total Downtown			
		Offices	Stores	Other	All	Offices	Stores	Other	All	Offices	Stores	Other	All
Total All Industries	1960	12079	2372	9360	23811	5494	480	210	6184	69.2	43.2	50.3	57.3
	1980	17573	2852	9570	29995					65.7	41.1	47.3	55.7
Primary Industry	1960	977			977	467			467	98.7			98.7
	1980	1444			1444					95.0			95.0
Manufacture	1960	108	71	2040	2219	9	-35	-900	-926	50.0	71.0	60.6	60.2
	1980	117	36	1140	1293					28.1	36.0	49.4	45.8
Construction	1960	146		79	225	67		- 35	32	62.4		61.2	62.0
	1980	213		44	257					56.5		39.3	52.6
Transportation	1960	306		1256	1562	52		289	341	94.2		93.2	93.4
	1980	358		1545	1903					92.7		95.7	95.2
Storage	1960			140	140			- 5	- 5			68.0	68.0
	1980			135	135							67.5	67.5
Communication	1960	384		12	396	258		- 12	246	45.3		100.0	46.1
	1980	642		-	642					52.6			52.6
Public Utilities	1960	17			17	53			53	3.8			3.6
	1980	70			70					8.8			8.8
Wholesale	1960	309		2003	2312	- 1		-869	-870	48.6		76.6	71.1
	1980	308		1134	1442					27.1		57.7	46.5
Retail	1960	56	2124		2180		465		465	5.7	42.2		27.5
	1980	56	2589		2645					5.7	40.5		30.1
Finance	1960	4813			4813	2464			2464	88.0			88.0
	1980	7277			7277					79.4			79.4
Community Service	1960	36		295	331	12		130	142	11.8		7.5	7.8
	1980	48		425	473					10.7		8.0	8.2
Government Service	1960	1407			1407	200			200	56.3			56.3
	1980	1607			1607					48.8			48.8
Recreational Service	1960			487	487			76	76			51.6	46.6
	1980			563	563							54.7	48.0
Business Service	1960	2475		2475		1887			1887	83.6			83.6
	1980	4362		4362						82.5			82.5
Personal Service	1960		177	3048	3225		50	1536	1586		50.3	74.7	72.8
	1980		227	4584	4811						50.4	73.7	72.1
Vacancy	1960	1045			1045	26			26	71.2			71.2
	1980	1071			1071					67.7			67.7



DOWNTOWN

Toronto

FLOOR AREA RATIO
1960
OFFICES

FLOOR AREA RATIO BY BLOCK

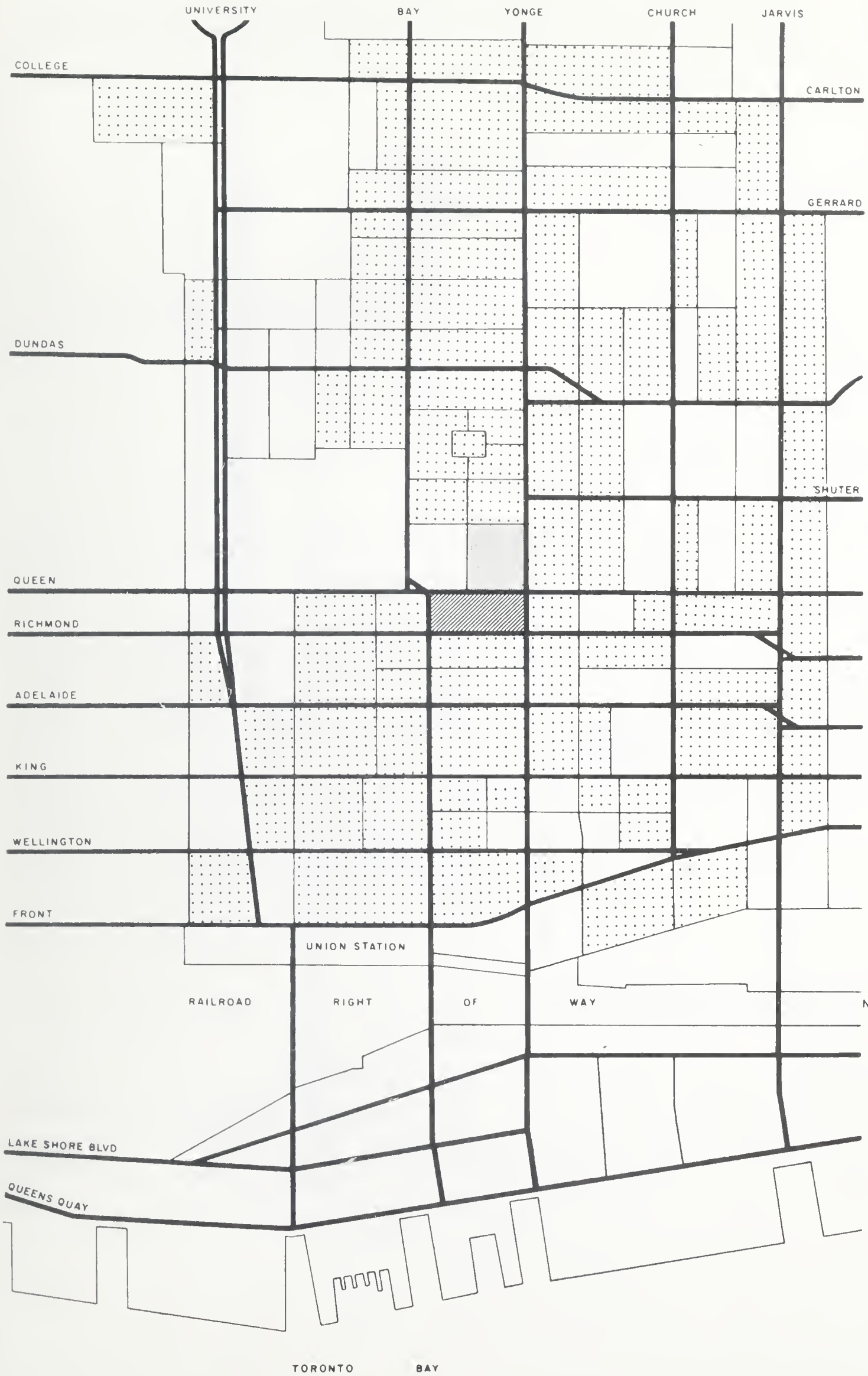
- 0 – 3·00
- 3·01 – 5·00
- 5·01 – 7·00
- 7·01 – 12·00

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR AREA RATIO
1960
STORES

FLOOR AREA RATIO BY BLOCK

- 0 – 3·00
- 5·01 – 7·00
- 7·01 – 12·00

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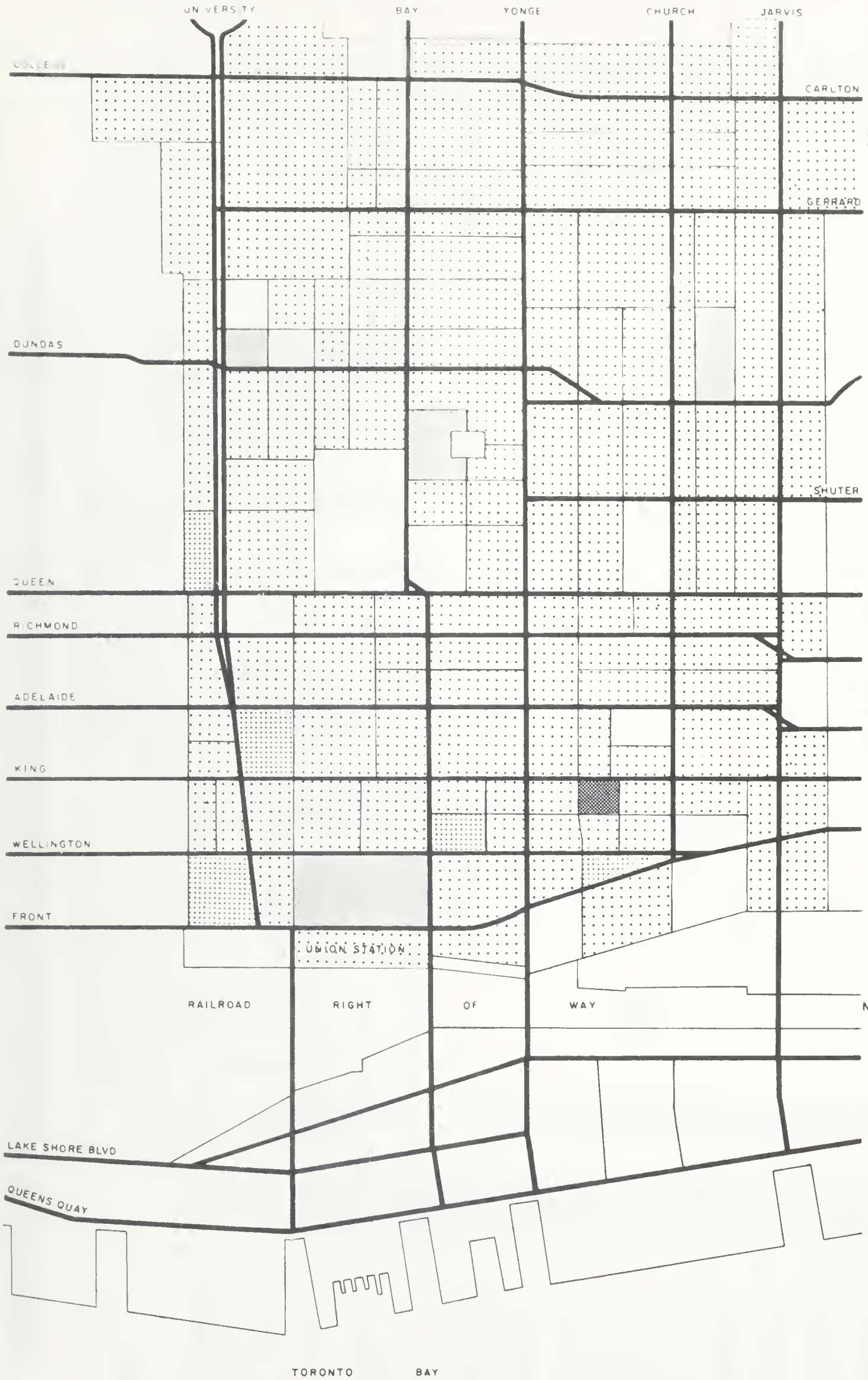
FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR AREA RATIO

1960

OTHER

(INCL. PLANT, ANCILLARY STORAGE, THEATRES, INSTITUTIONS, ETC.)

FLOOR AREA RATIO BY BLOCK

- 0 - 3·00
- 3·01 - 5·00
- 5·01 - 7·00
- 12·00 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

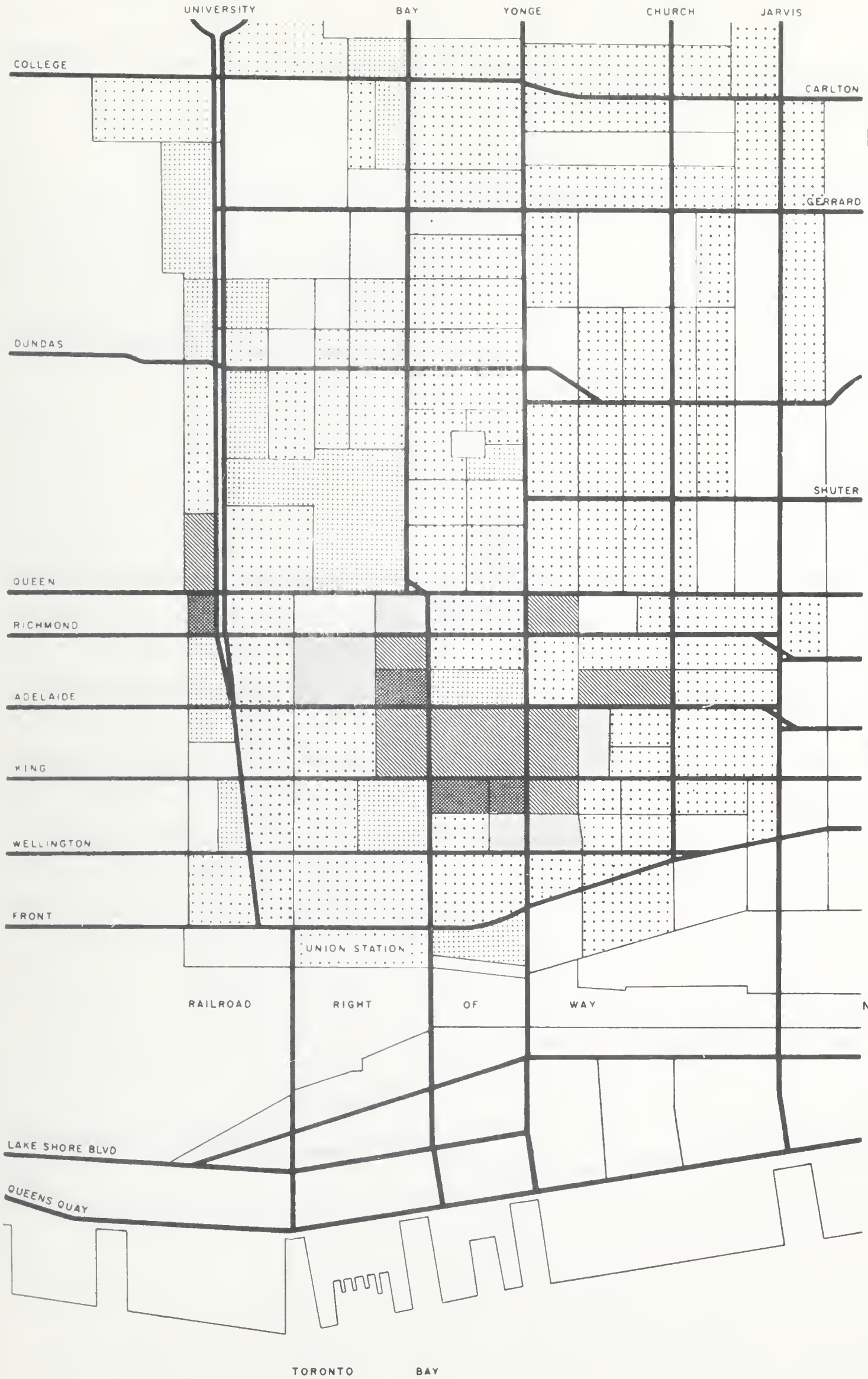
FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

DISTRIBUTION OF FLOOR SPACE, BY FUNCTION AND BUILDING TYPE, NORTH OF QUEEN, 1960 AND 1980

Function		North of Queen (in 000's sq.ft.)				Difference 1960-1980 (in 000's sq. ft.)				% in Area of Total Downtown			
		Offices	Stores	Other	All	Offices	Stores	Other	All	Offices	Stores	Other	All
Total All Industries	1960	5384	3115	9244	17743	2789	970	1396	6155	30.8	56.8	49.7	42.7
	1980	9173	4085	10640	23898					34.3	58.9	52.7	44.3
Primary Industry	1960	13			13	63			63	1.3			1.3
	1980	76			76					5.0			5.0
Manufacture	1960	108	29	1327	1464	191	35	-157	69	50.0	29.0	39.4	39.8
	1980	299	64	1170	1533					71.9	64.0	50.6	54.2
Construction	1960	88		50	138	76		18	94	37.6		38.8	38.0
	1980	164		68	232					43.5		60.7	47.4
Transportation	1960	19		91	110	9		- 22	- 13	5.8		6.8	6.6
	1980	28		69	97					7.3		4.3	4.8
Storage	1960			66	66			- 1	- 1			32.0	32.0
	1980			65	65							32.5	32.5
Communication	1960	463			463	115			115	54.7			53.9
	1980	578			578					47.4			47.4
Public Utilities	1960	426		33	459	300		- 33	267	96.2		100.0	96.4
	1980	726			726					91.2			91.2
Wholesale	1960	327		613	940	501		217	718	51.4		23.4	28.9
	1980	828		830	1658					72.9		42.3	53.5
Retail	1960	919	2911	1921	5751		887	-500	387	94.3	57.8	100.0	72.5
	1980	919	3798	1421	6138					94.3	59.5	100.0	69.9
Finance	1960	654			654	1229			1229	12.0			12.0
	1980	1883			1883					20.6			20.6
Community Service	1960	268		3655	3923	131		1255	1386	88.2		92.5	92.2
	1980	399		4910	5309					89.3		92.0	91.8
Government Service	1960	1091			1091	598			598	43.7			43.7
	1980	1689			1689					51.2			51.2
Recreational Service	1960	100		457	557	44		10	54	100.0		48.4	53.4
	1980	144		467	611					100.0		45.3	52.0
Business Service	1960	485			485	443			443	16.4			16.4
	1980	928			928					17.5			17.5
Personal Service	1960		175	1031	1206		48	609	657		49.7	25.3	27.2
	1980		223	1640	1863						49.6	26.3	27.9
Vacancy		423			423	89			89	28.8			28.8
		512			512					32.3			32.3



DOWNTOWN

Toronto

FLOOR AREA RATIO
1980
OFFICES

FLOOR AREA RATIO BY BLOCK

- 0 - 3·00
- 3·01 - 5·00
- 5·01 - 7·00
- 7·01 - 12·00
- 12·00 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

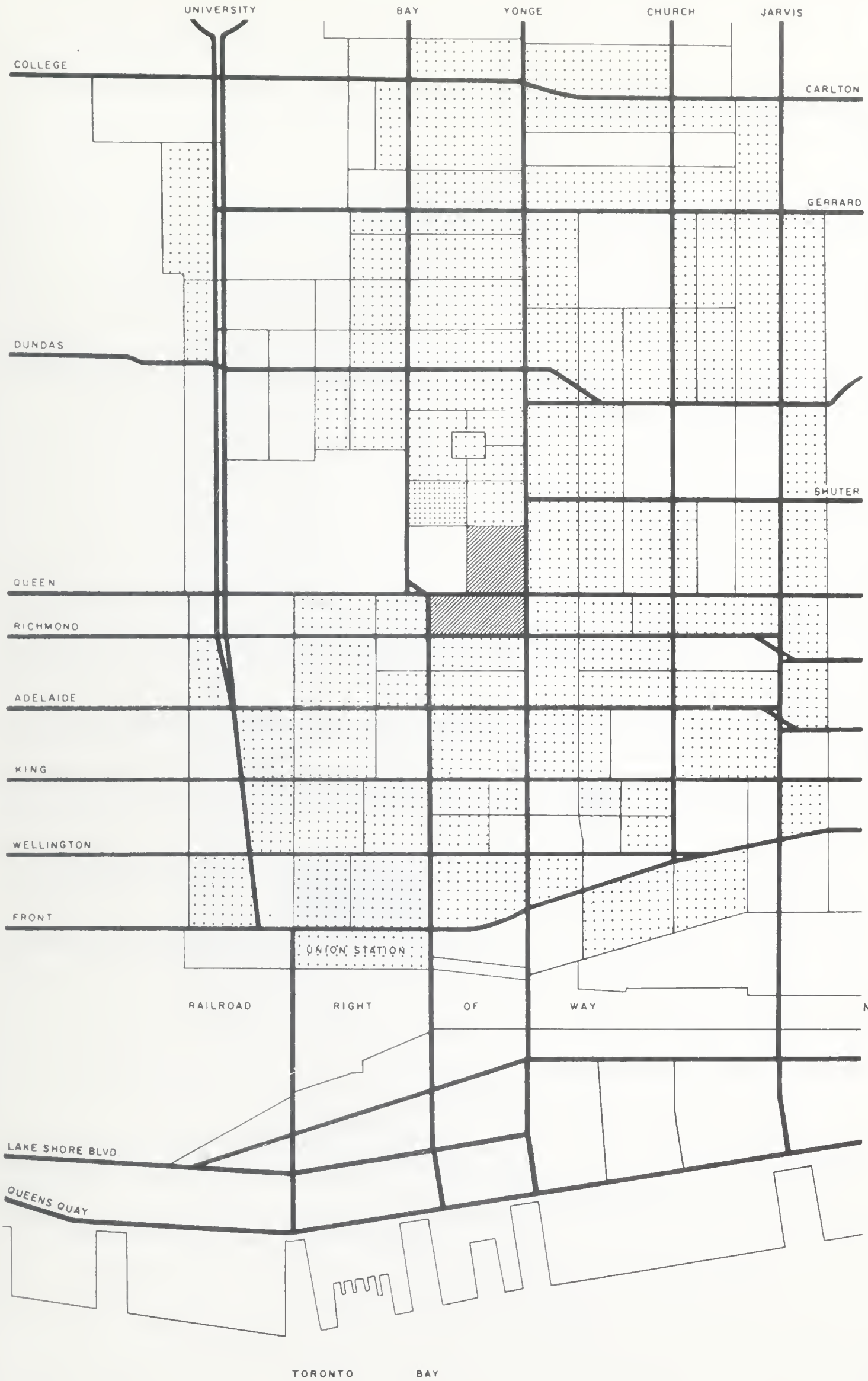
0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR AREA RATIO
1980
STORES



FLOOR AREA RATIO
BY BLOCK

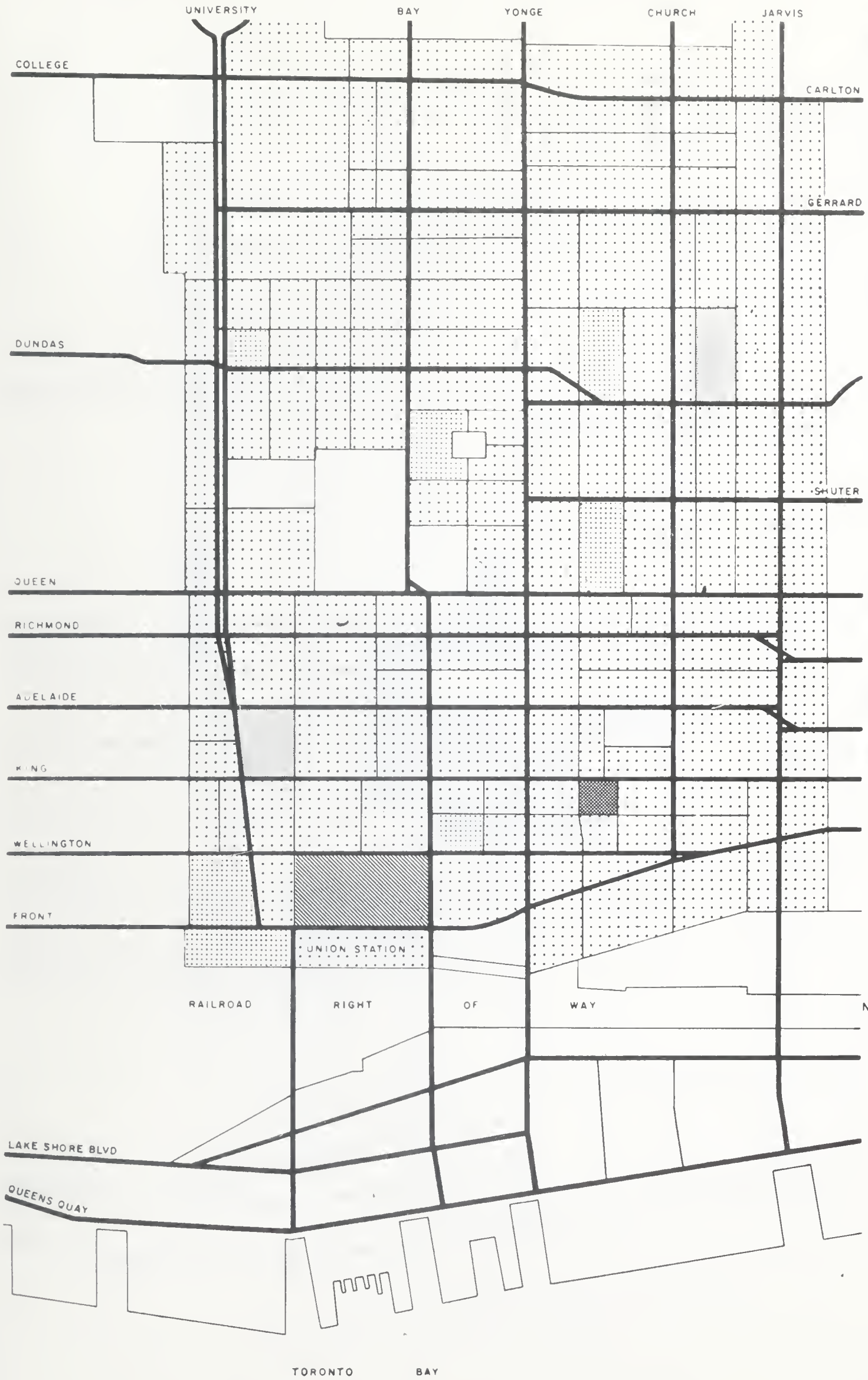
- 0 – 3·00
- 3·01 – 5·00
- 7·01 – 12·00

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR AREA RATIO

1980

OTHER

(INCL. PLANT, ANCILLARY STORAGE, THEATRES, INSTITUTIONS, ETC.)

FLOOR AREA RATIO BY BLOCK

- 0 - 3 00
- 3·01 - 5·00
- 5·01 - 7·00
- 7·01 - 12·00
- 12·00 +

NOTE: FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN.

FEBRUARY 1962

0 500 1000
FEET

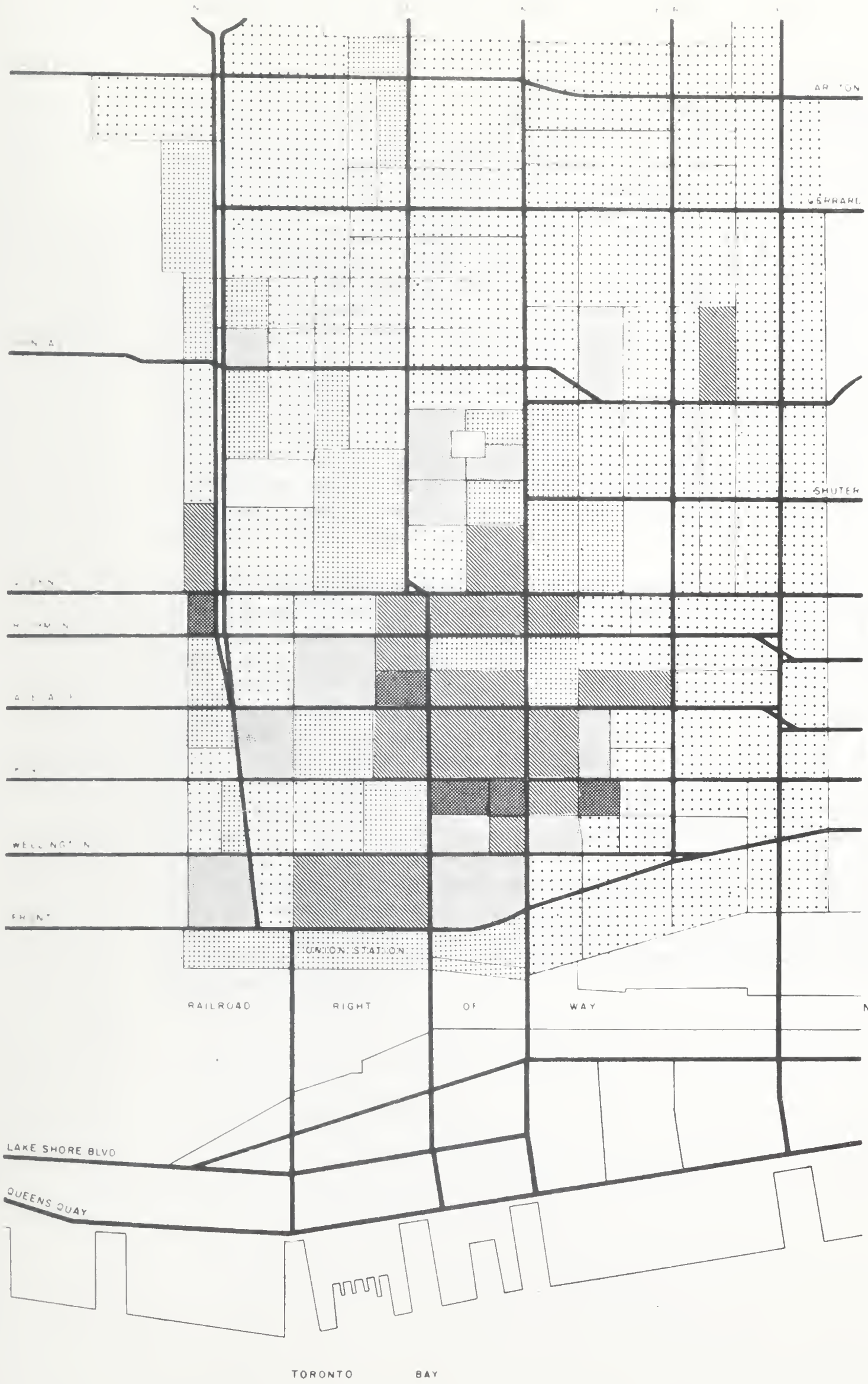
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR AREA RATIO 1980

ALL BUILDING TYPES



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 3·00
- 3·01 - 5·00
- 5·01 - 7·00
- 7·01 - 12·00
- 12·00 +

NOTE : FOR COMPOSITION OF SPACE BY FUNCTION SEE TABLES ON OCCUPIED FLOOR SPACE IN DOWNTOWN TORONTO, AND DISTRIBUTION OF FLOOR SPACE, NORTH OF QUEEN AND SOUTH OF QUEEN

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

The areas of difficulty - blocks where expected development is expected to seriously exceed capacity - can be identified on the accompanying Capacity Study tables. The tables show, for the thirty-five blocks in the office area south of Queen, "displaced" floor space - i.e. space in buildings expected to be obsolete or in some way expendable by 1980; "forecast increase" of floor space; "remaining" floor space - i.e. space in buildings that are expected to remain until at least 1980; "available land" - i.e. land in parking lots or occupied by buildings that will be displaced by 1980; "total land in block"; floor area ratios (FAR) for new building (displaced plus forecast increase) on available land; floor area ratios for all buildings on total land in block in 1980; floor space both above and below the FAR limit of 10 of new building on available land; and the land required to accommodate floor space with FAR above 10 on "available land", as well as the "excess supply" of land - "available land" remaining after new building up to 1980, assuming an FAR limit of 10.

From the Capacity Study tables it is apparent that there is more than enough capacity to absorb all development up to 1980 in the main south of Queen office area. It is estimated that there will be an "excess supply" of available land in 1980 of some 1,017,100 square feet (23.3 acres). All development could be absorbed on "available land" at an average density per block of just under seven times the area of the block. Eight blocks (which can be identified on the accompanying Census Tract and Block map) will have a density over 10, but in all cases adjoining blocks have compensatory excess supplies of land - e.g. columns 10 and 11 indicate that development for blocks 10 and 11 (Census Tract 75) will require an additional 34,100 square feet of land, but adjoining blocks 14 and 9 will have an excess supply of 130,000 square feet of "available land." There should be no difficulty in accommodating future development on suitable sites at the proposed maximum densities (FAR) of 10 and 12.

CAPACITY STUDY: SPACE SUPPLY AND DEMAND, OFFICE AREA - SOUTH OF QUEEN STREET

CENSUS TRACT 75

All figures in 000's sq.ft.

Block No.	Floor Space				Land		F.A.R.		Floor Space above and below F.A.R. of 10 in Col. 7		Land at F.A.R. of 10 re Col. 9	
	Displaced	Forecast Increase	Remaining	Total	Available	Total in Block	Cols.1 & 2 / Col.5	Total	above	below	Additional Required	Excess Supply
	Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7	Col.8	Col.9		Col.10	Col.11
1		94.0	222.1	316.1		23.6		13.4			9.4	
3	—520.4	149.0	-	669.4	182.5	182.5	3.7	3.7		1,155.6		115.6
5	56.9	14.0	290.9	361.8	22.4	59.5	3.2	6.1		153.1		15.3
6	70.9	51.0	93.9	215.8	117.8	129.5	1.0	1.7		1,056.1		105.6
7	232.1	320.0	642.2	1,194.3	138.8	197.0	4.0	6.1		835.9		83.6
8	177.7	191.0	229.0	597.7	35.4	51.3	10.4	11.7	14.7		1.5	
9*	190.9	19.0	130.0	339.9	33.9	75.1	6.2	4.5		129.1		12.9
10*	151.4	438.0	357.3	946.7	26.3	63.7	22.4	14.9	326.4		32.6	
11	207.1	166.0	174.9	548.0	35.8	69.7	10.4	7.9	15.1		1.5	
12	210.3	44.0	87.6	341.9	73.5	82.1	3.5	4.2		480.7		48.1
13	83.4	224.0	353.4	660.8	73.0	99.9	4.2	6.6		422.6		42.3
14	379.8	497.0	1,022.0	1,898.8	204.8	314.1	4.3	6.0		1,171.2		117.1
15*	338.5	762.0	941.3	2,041.8	89.0	189.2	12.4	10.8	210.5		21.1	
16*	72.4	64.0	295.2	431.6	51.1	75.7	2.7	5.7		374.6		37.5
18*	913.9	81.0	189.0	1,183.9	261.6	293.9	3.8	4.0		1,621.1		162.1
19	224.6	402.0	447.0	1,073.6	33.7	58.7	18.6	18.3	289.6		29.0	
20	288.0	124.0	-	412.0	33.7	33.7	12.2	12.2	75.0		7.5	
21	369.7	- 11.0	-	358.7	68.0	68.0	5.3	5.3		321.3		32.1
22	120.0	92.0	119.6	331.6	30.8	40.0	6.9	8.3		96.0		9.6
25	776.9	842.0	1,520.0	3,138.9	169.3	327.8	9.6	9.6		74.1		7.4
26	658.1	134.0	379.9	1,172.0	165.7	223.5	4.8	5.2		864.9		86.5
											102.6	875.7

/Cont'd

102.6

EXCESS 773.1

= 17.3 acres

* Excludes some floor space and land allocated to adjoining Space Allocation Areas

CAPACITY STUDY: SPACE SUPPLY AND DEMAND, OFFICE AREA - SOUTH OF QUEEN STREET

CENSUS TRACT 76

All figures in 000's sq.ft.

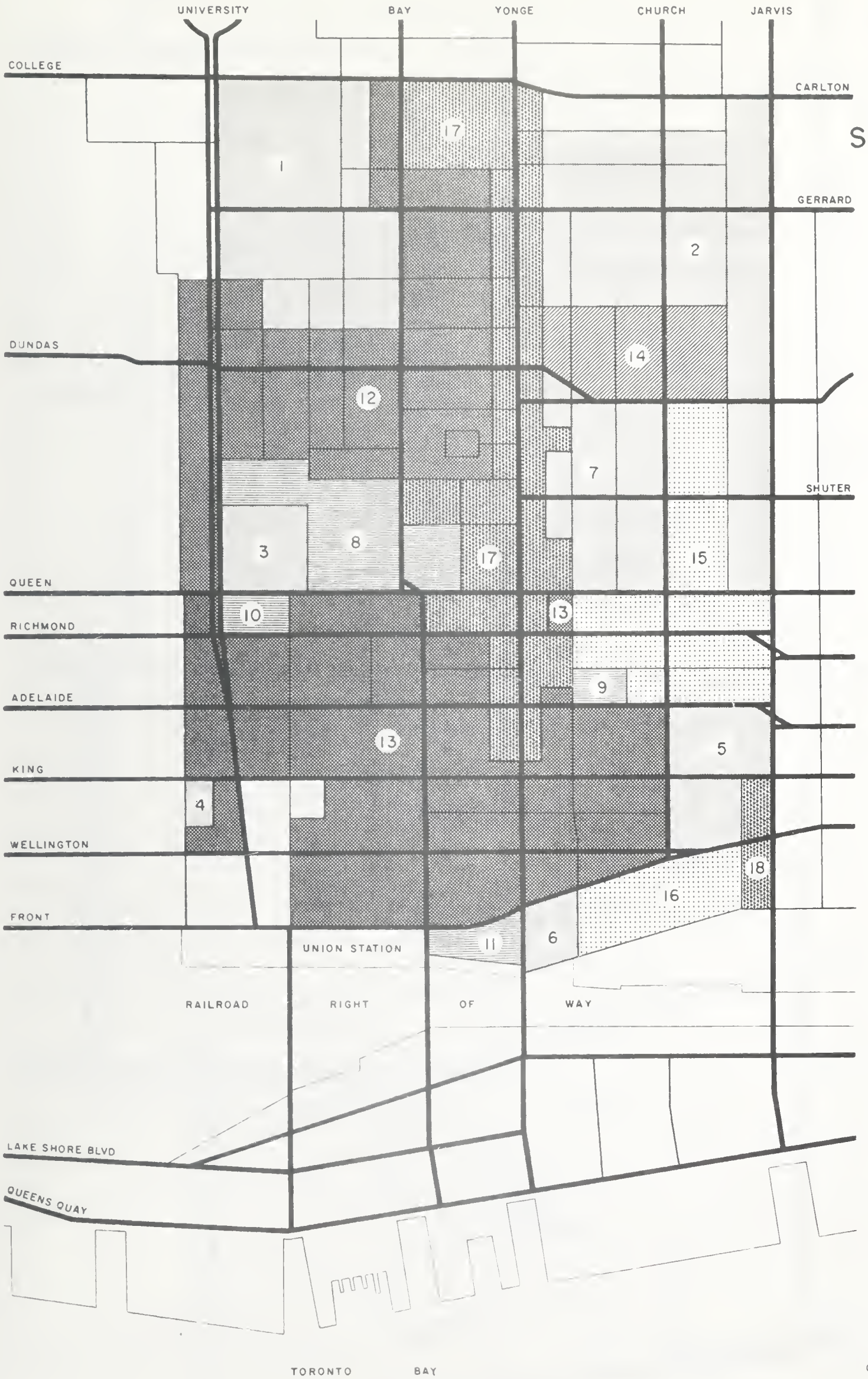
Block No.	Floor Space				Land		F.A.R.		Floor Space above and below F.A.R. of 10 in Col.7		Land at F.A.R. of 10 re Col. 9	
	Displaced	Forecast Increase	Remaining	Total	Available	Total in Block	Cols.1 & 2 / Col.5	Total	above	below	Additional Required	Excess Supply
	Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7	Col.8	Col.9		Col.10	Col.11
1*	209.5	196.0	-	405.5	31.5	31.5	12.9	12.9	90.5		9.1	
5*	109.7	49.0	-	158.7	21.1	21.1	7.5	7.5		52.3		5.2
10*	355.7	298.0	256.5	910.2	56.9	73.0	11.5	12.5	84.7		8.5	
11	94.0	102.0	170.0	366.0	27.8	64.8	7.1	5.6		82.0		8.2
12	133.9	64.0	124.9	322.8	35.8	68.0	5.5	4.7		160.1		16.0
14	-	5.0	95.6	100.6	41.2	56.2	0.1	1.8		407.0		40.7
15	137.9	158.0	243.8	539.7	33.9	51.3	8.7	10.5		43.1		4.3
16	-	137.0	640.1	777.1	-	46.7		16.6			13.7	
17	96.5	39.0	-	135.5	57.4	57.4	2.4	2.4		438.5		43.9
20	41.9	90.0	246.4	378.3	20.6	54.0	6.4	7.0		74.1		7.4
21	27.2	- 2.0	35.9	61.1	25.0	37.4	1.0	1.6		224.8		22.5
22	203.8	- 28.0	-	175.8	57.1	57.1	3.1	3.1		395.2		39.5
24	85.1	- 1.0	-	84.1	66.4	66.4	1.3	1.3		579.9		58.0
25	191.0	- 57.0	-	134.0	43.0	43.0	3.1	3.1		296.0		29.6
ls for Census ts 75 &	7,729.2	5,747.0	9,308.5	22,784.7	2,364.8	3,386.4			1,106.5	11,509.3	133.9	1,151.0

* Excludes some floor space and land allocated to adjoining Space Allocation Areas

DOWNTOWN

Toronto

SPACE ALLOCATION AREAS



DECEMBER 1961

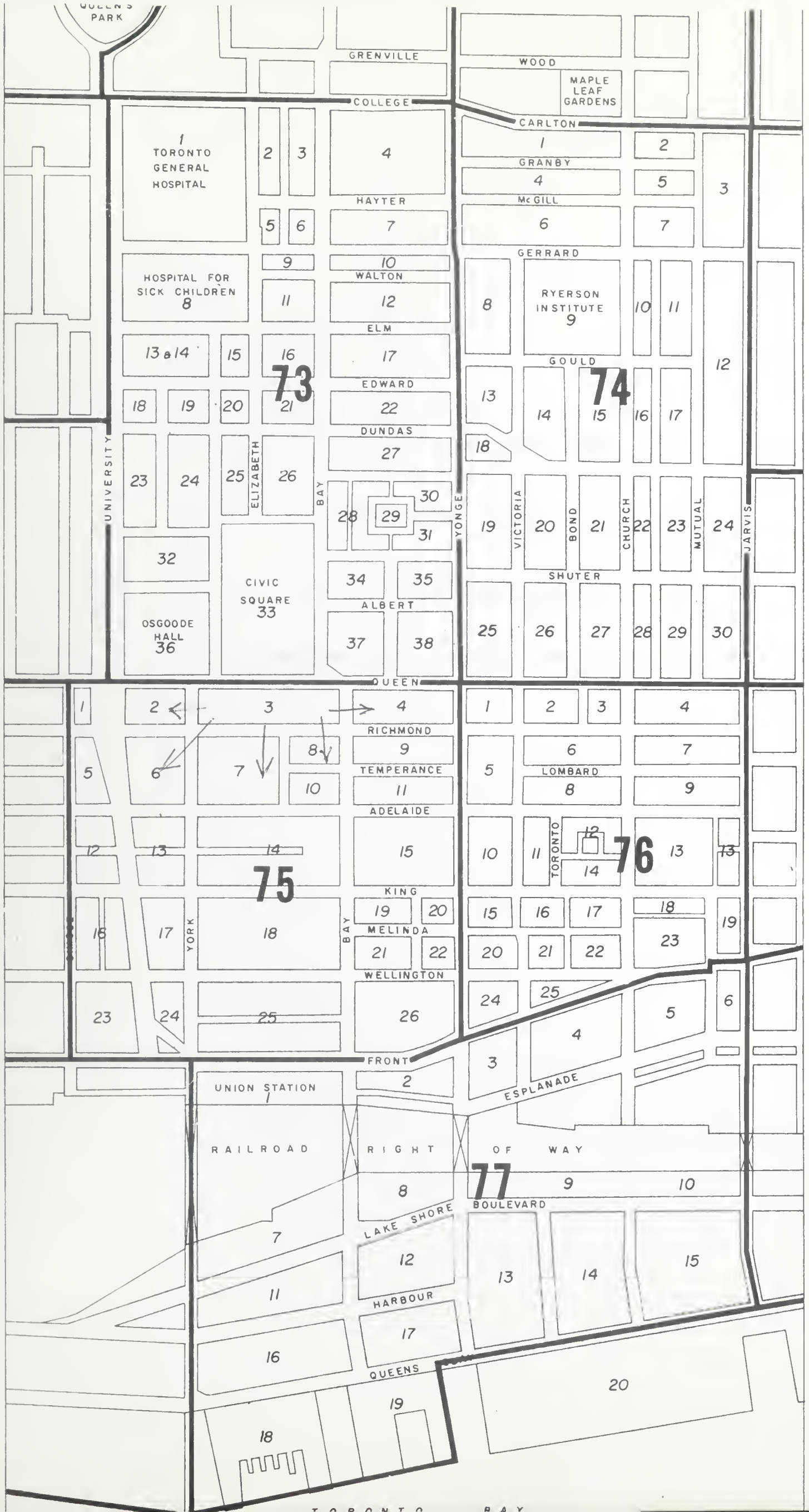
0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

CENSUS TRACTS AND BLOCKS



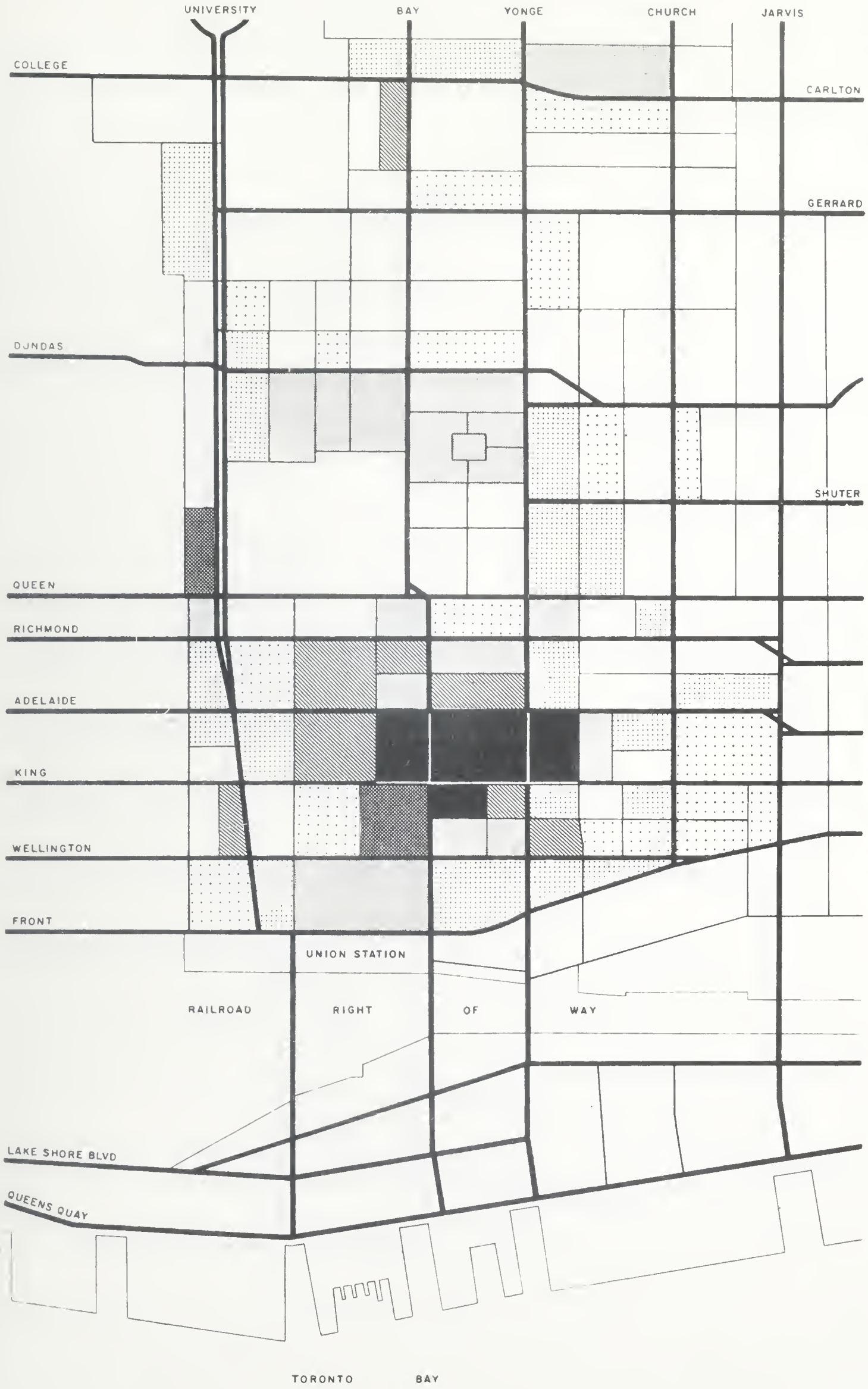
CITY OF TORONTO PLANNING BOARD

A series of nineteen maps

accompanying Chapter III

showing Floor Space, 1980, for the

nineteen major downtown functions, follows.



DOWNTOWN

Toronto

FLOOR SPACE 1980

FINANCE

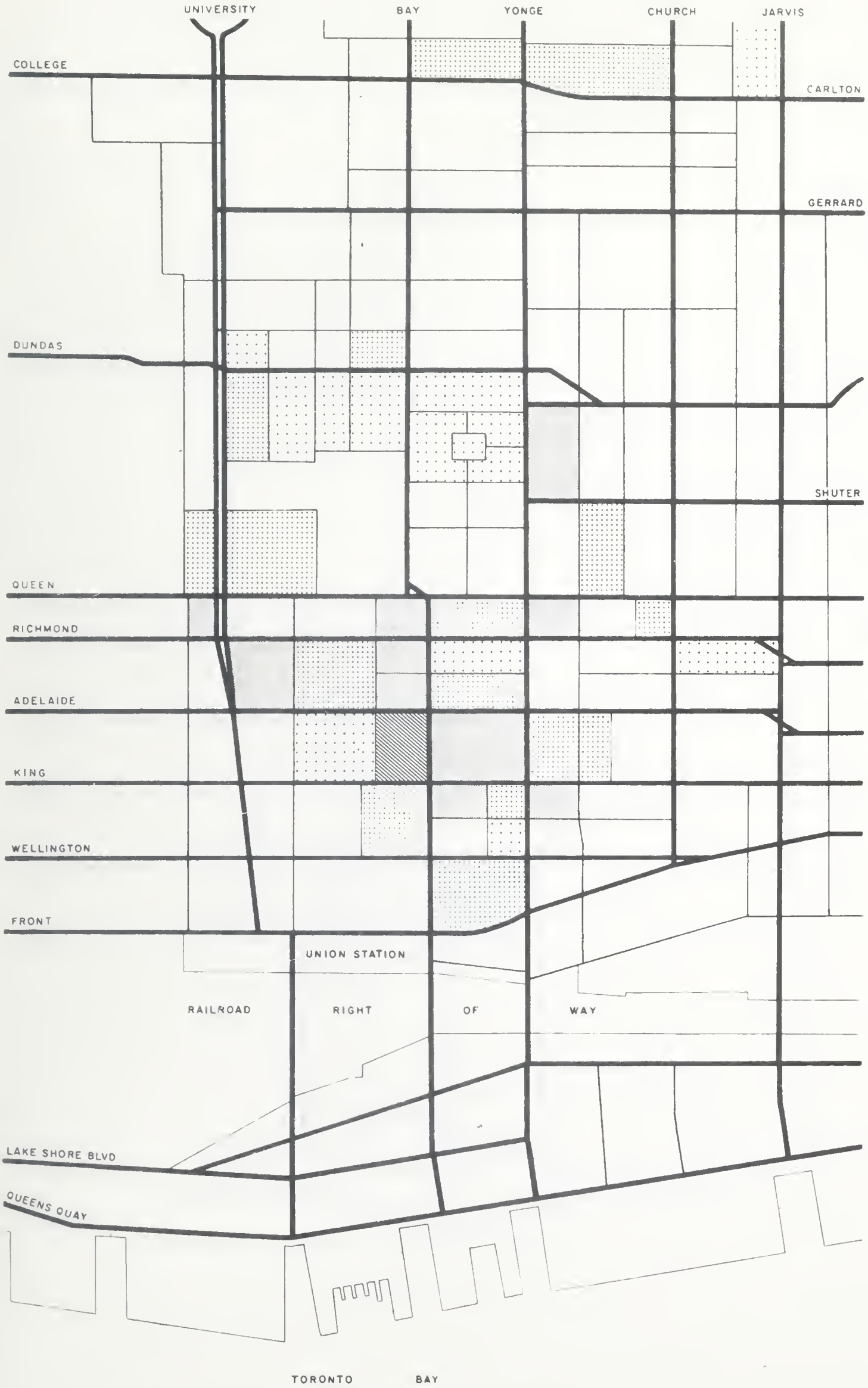
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

BUSINESS SERVICES LAW

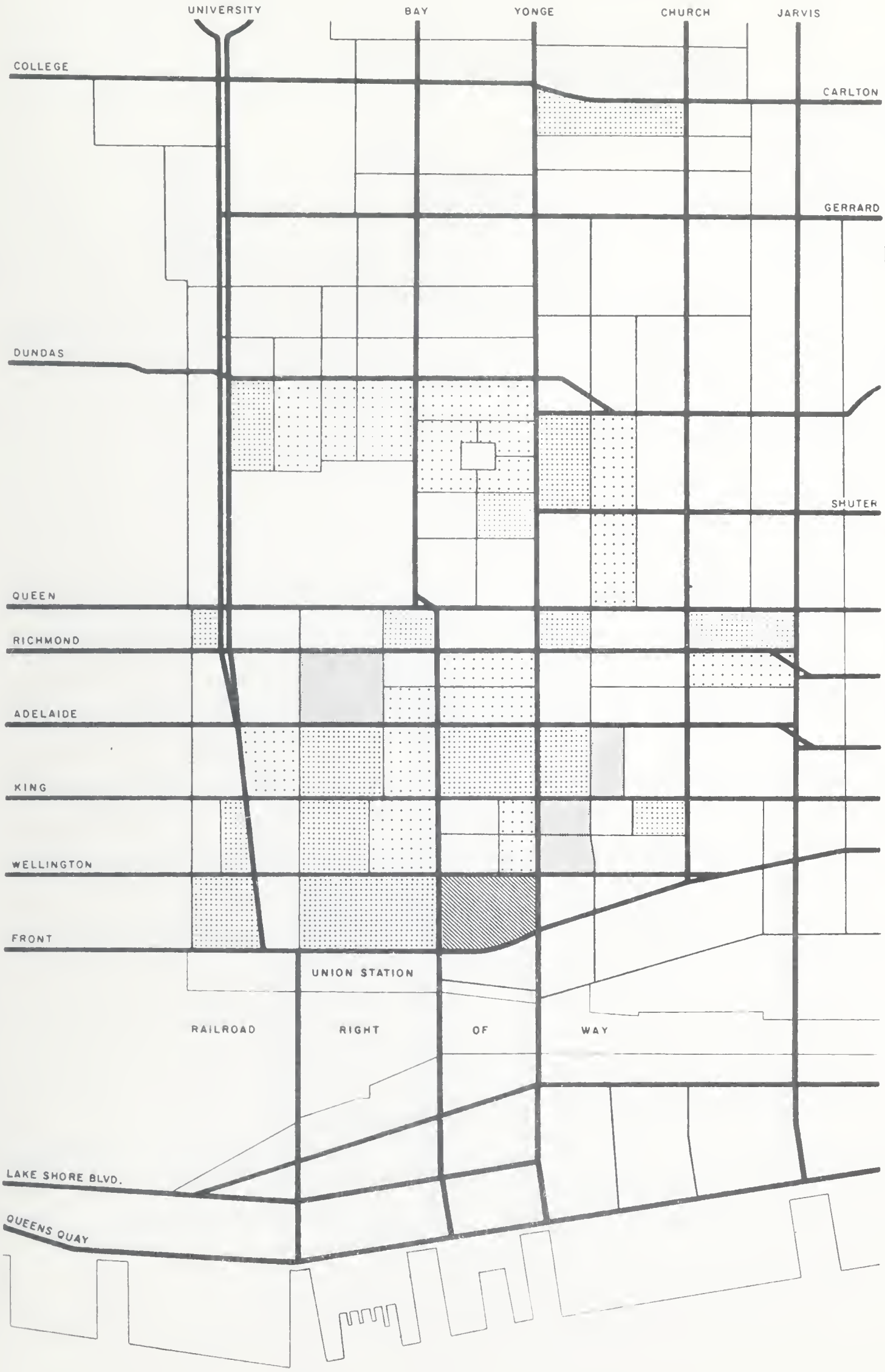
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

BUSINESS SERVICES
ACCOUNTANCY.

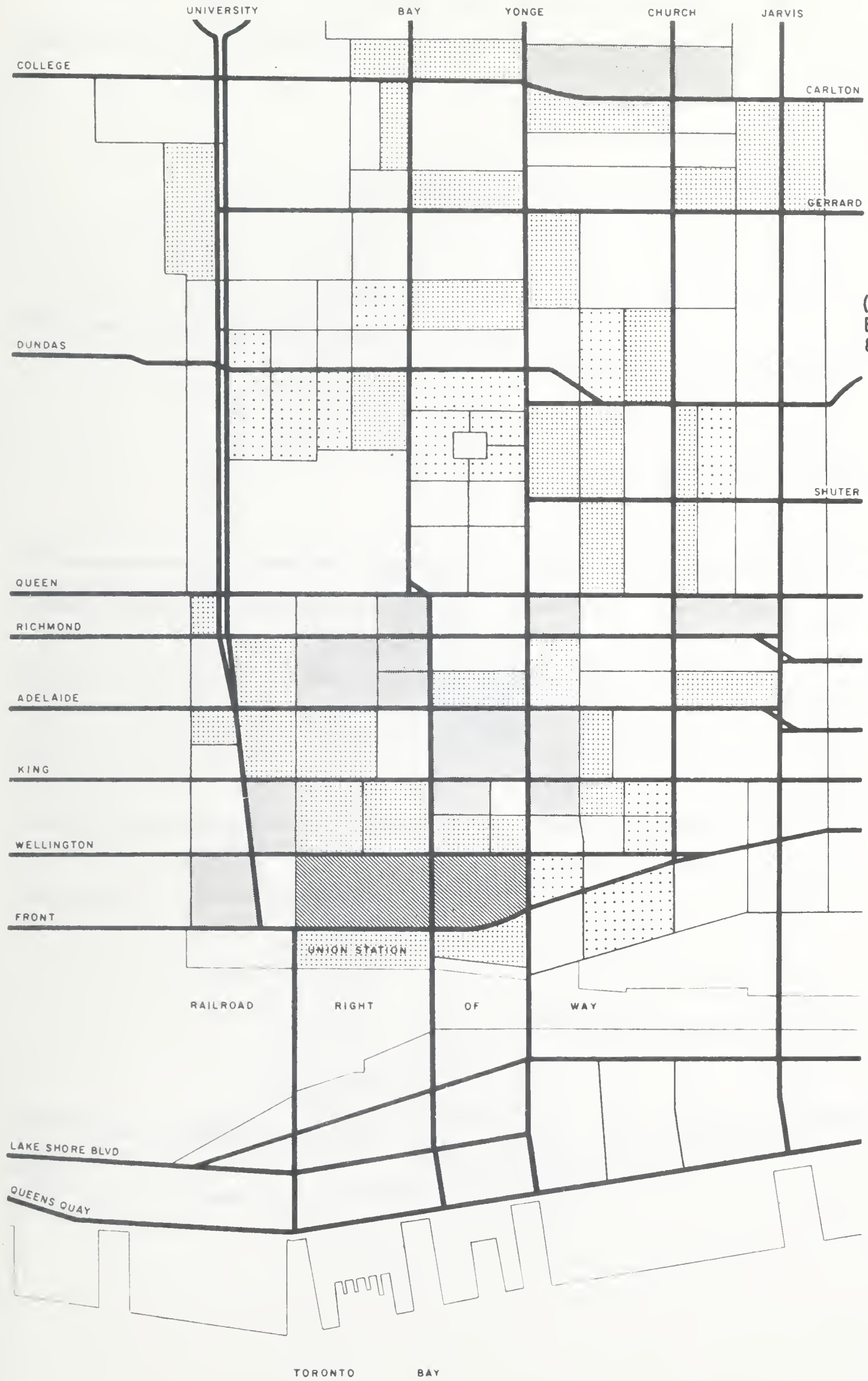
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

OTHER BUSINESS SERVICES
(INCLUDING ADVERTISING ENGINEERING & LABOUR & TRADE ORGANISATION)

FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

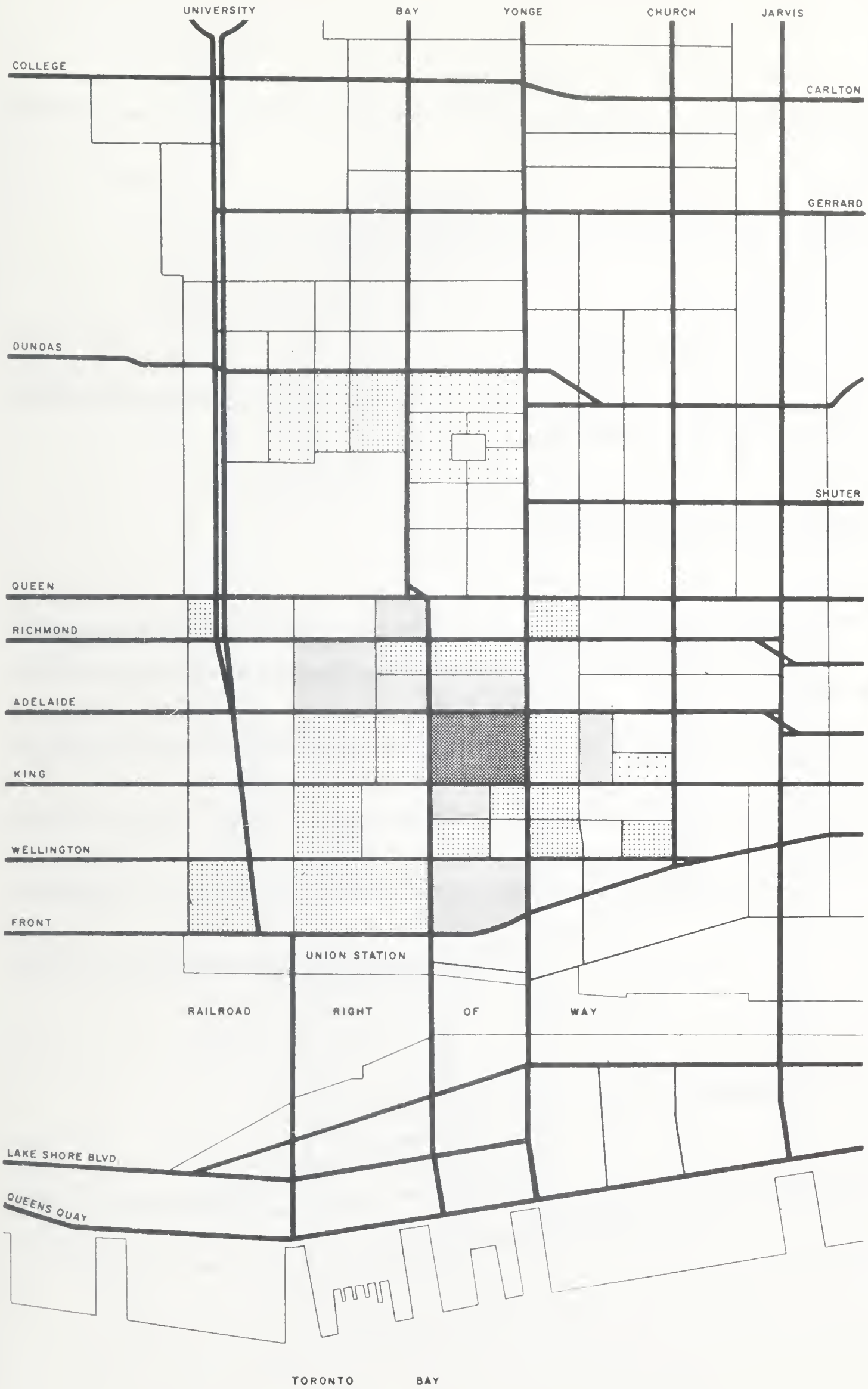
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1980

PRIMARY INDUSTRY



FLOOR SPACE BY BLOCK
(in square feet)

- 0 – 10,000
- 10,001 – 50,000
- 50,001 – 150,000
- 300,001 – 500,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

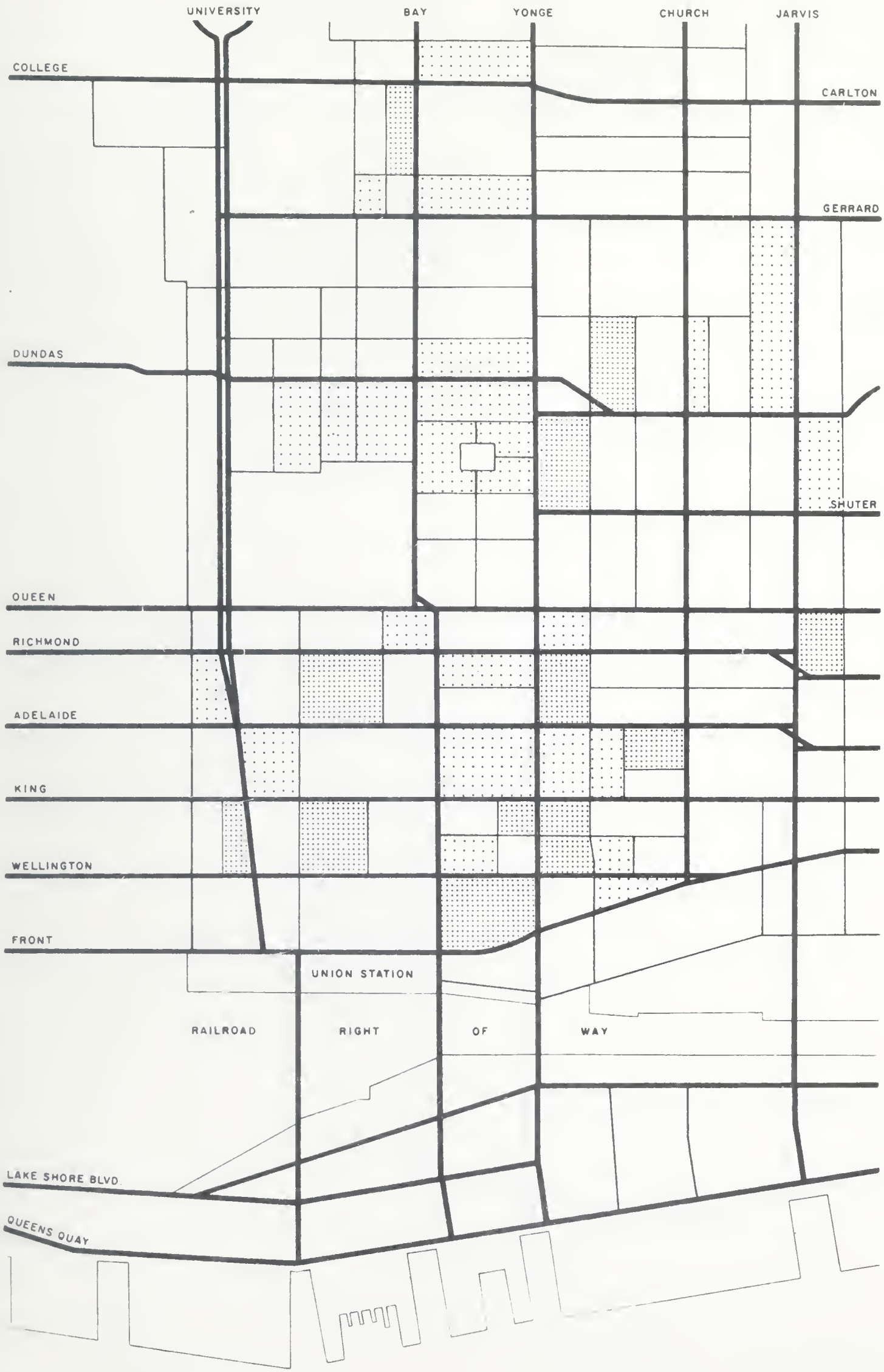
FLOOR SPACE 1980

CONSTRUCTION

FLOOR SPACE BY BLOCK
(in square feet)

0 - 10,000

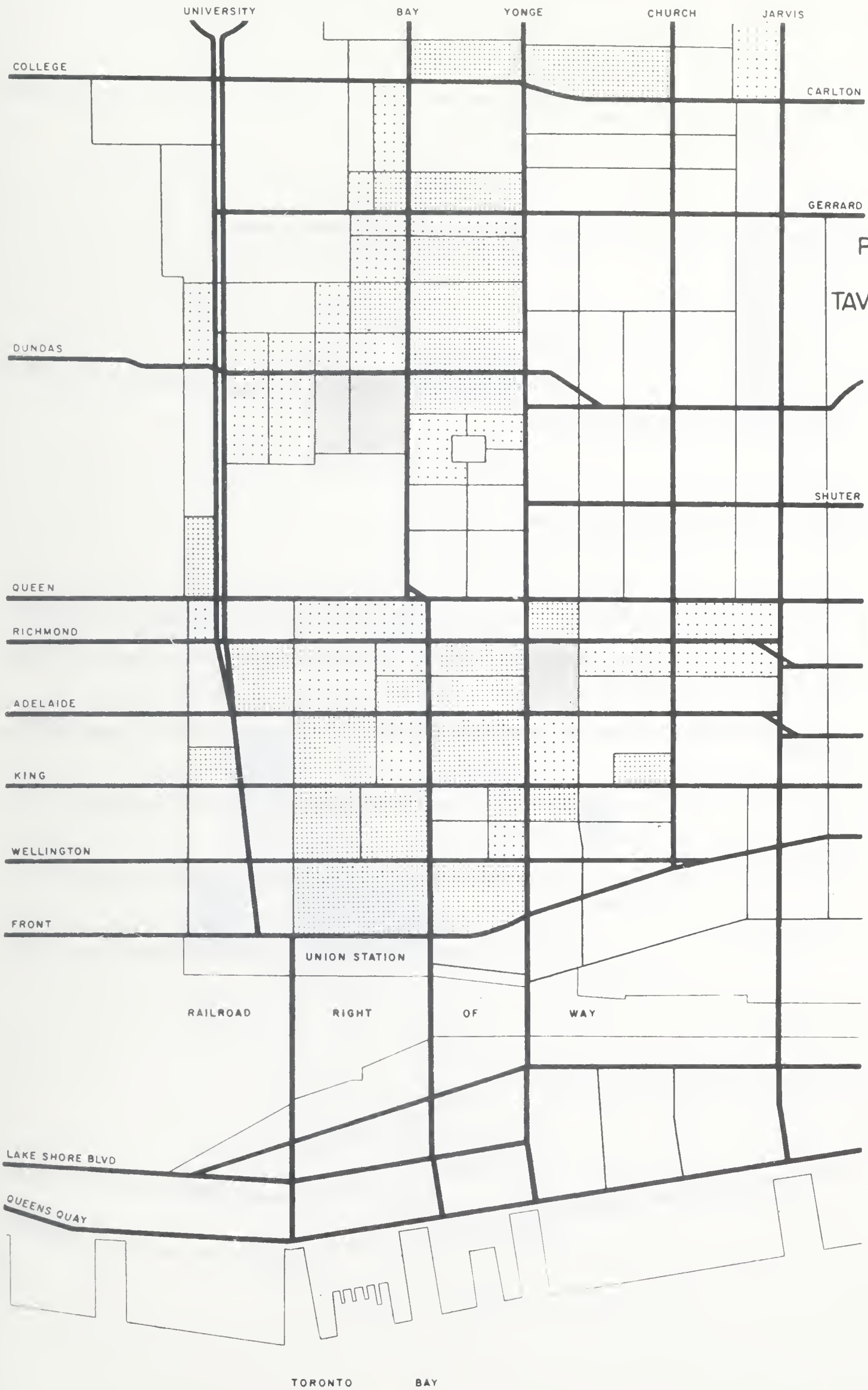
10,001 - 50,000



FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

PERSONAL SERVICES
RESTAURANTS
TAVERNS & NIGHT CLUBS.

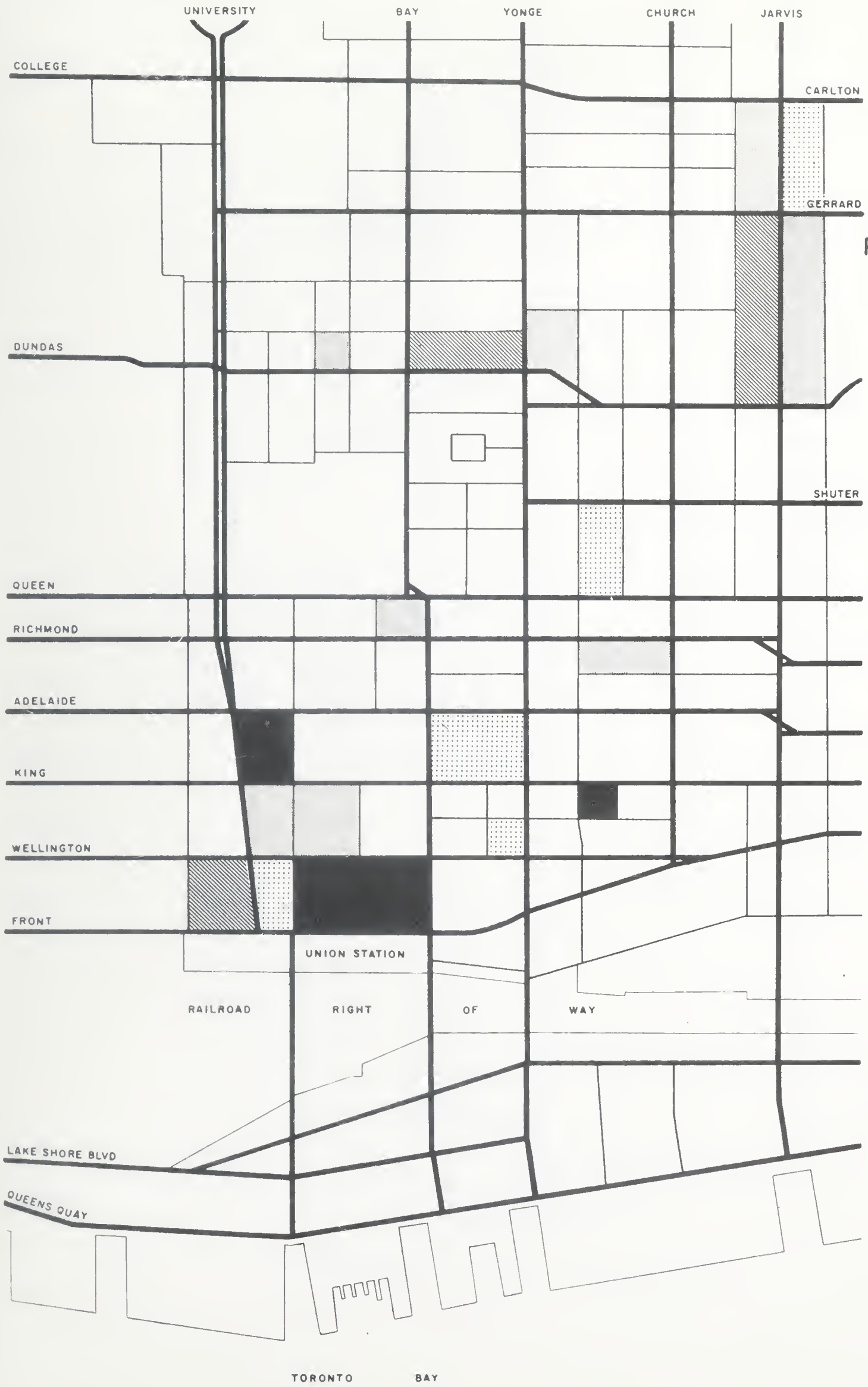
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

PERSONAL SERVICES
HOTELS

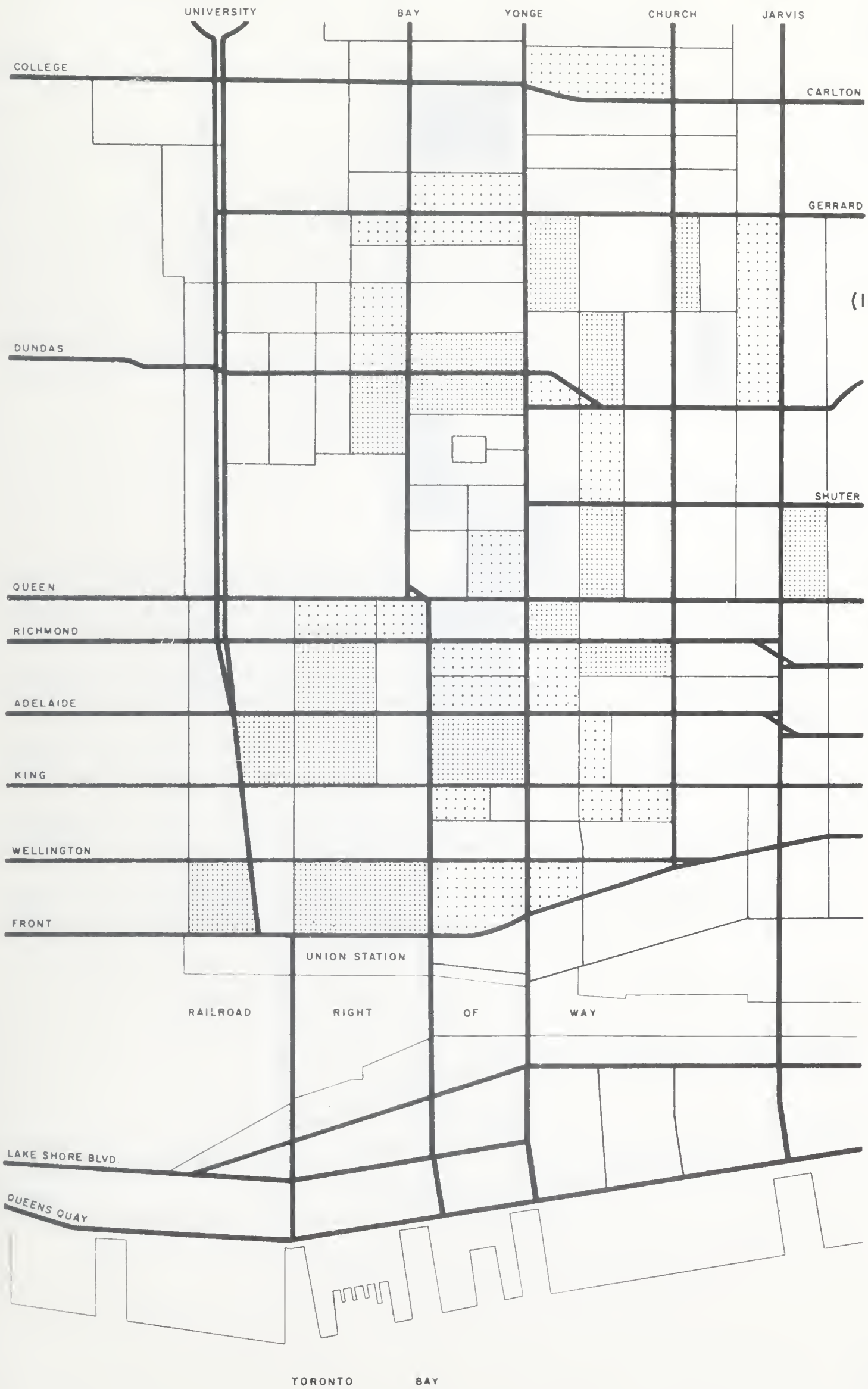
FLOOR SPACE BY BLOCK
(in square feet)

- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

OTHER PERSONAL SERVICES
(INCLUDING BARBERING & PHOTOGRAPHY)

FLOOR SPACE BY BLOCK
(in square feet)

0 - 10,000

10,001 - 50,000

FEBRUARY 1962

0 500 1000
FEET

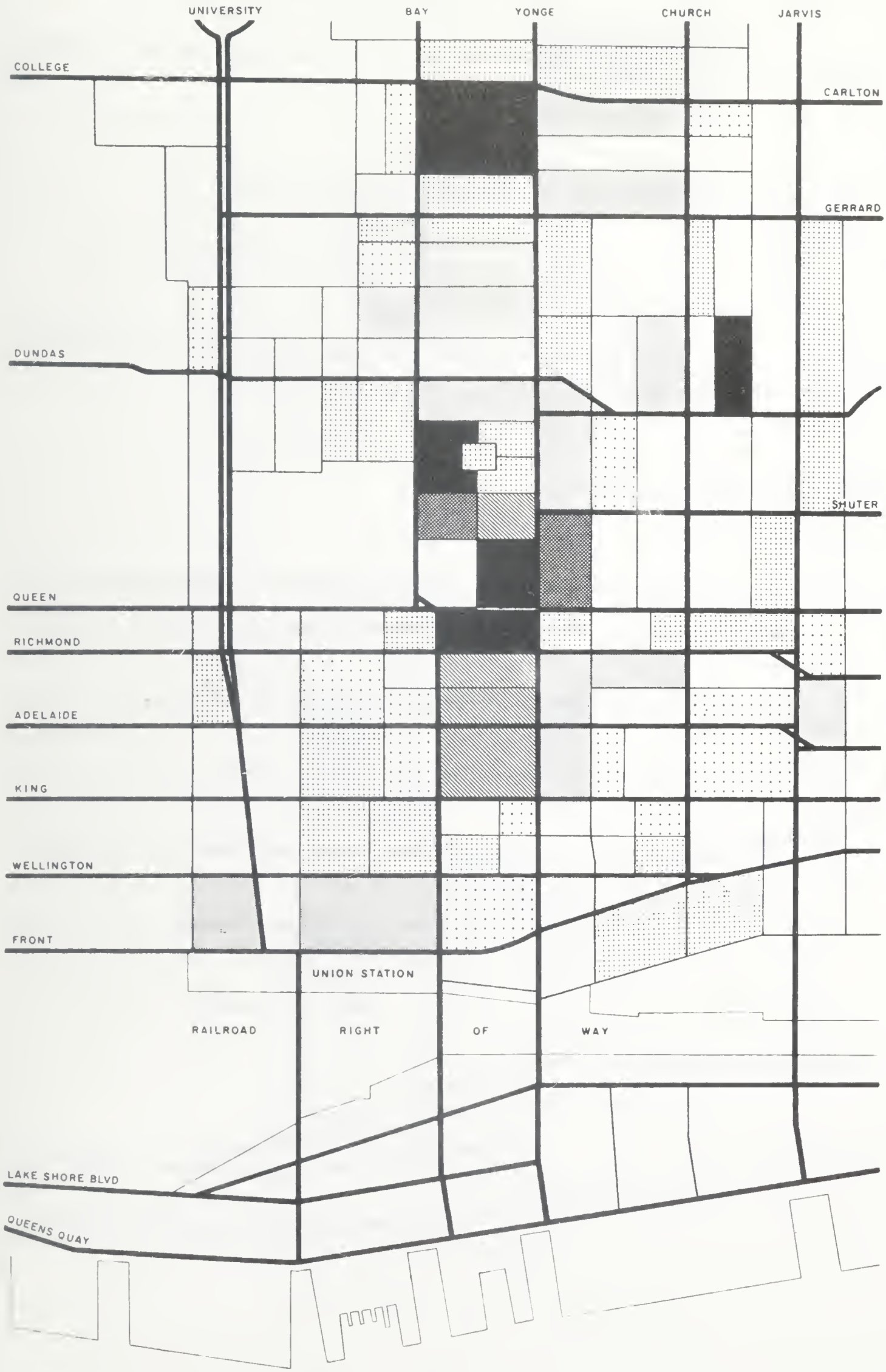
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1980

RETAIL.



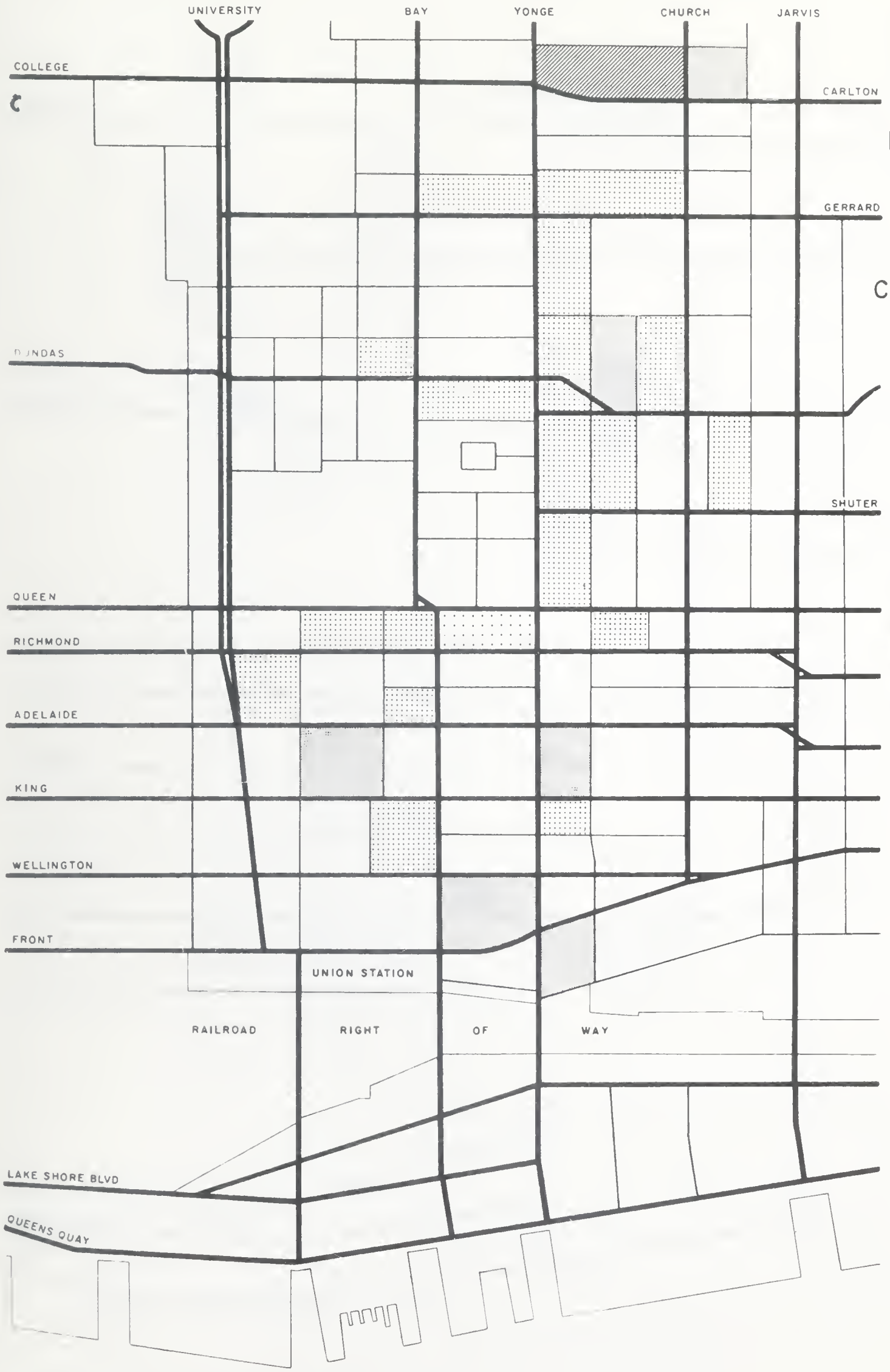
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

RECREATIONAL & CULTURAL SERVICES

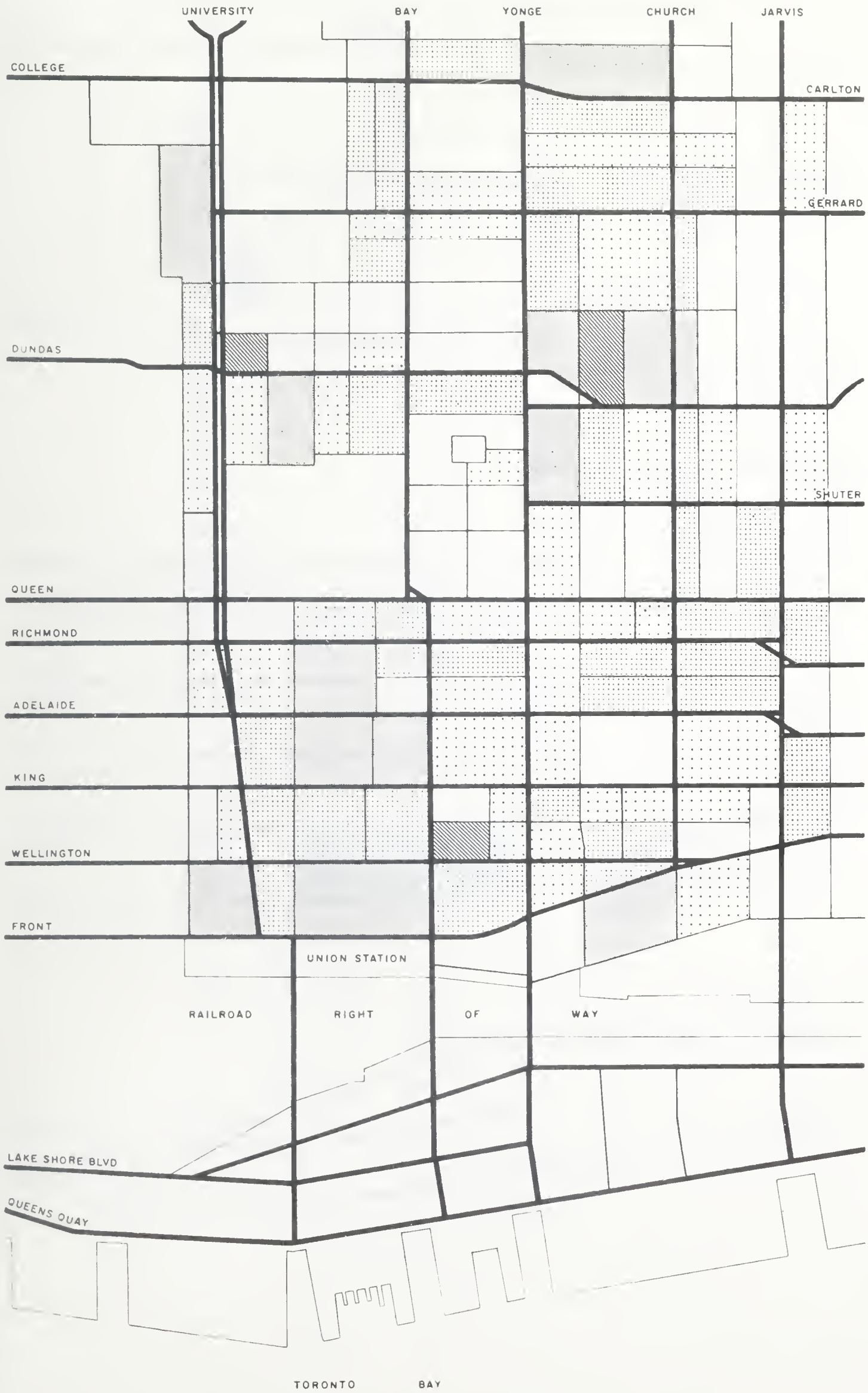
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

MANUFACTURING

FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

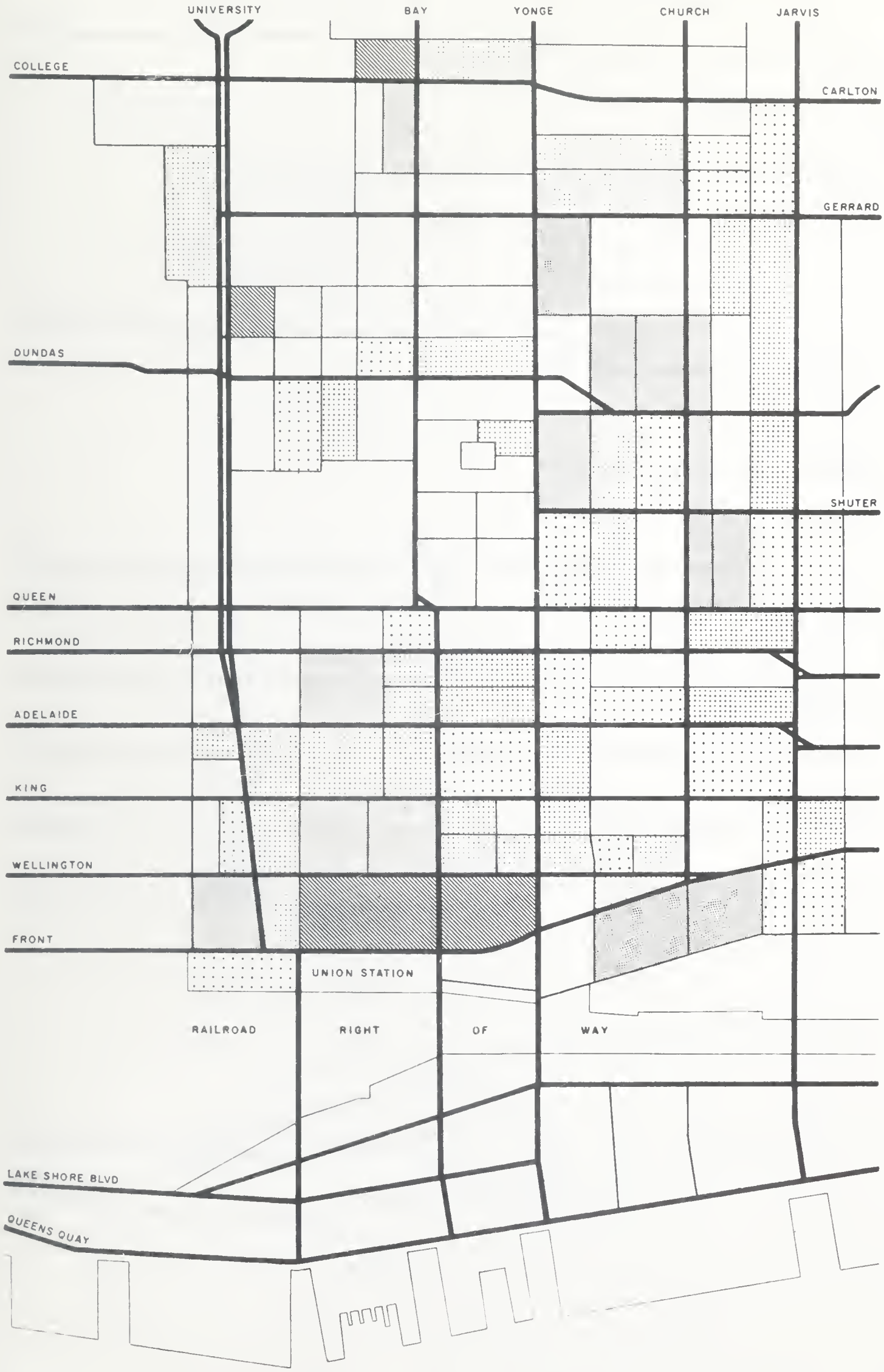
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1980

WHOLESALE.



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000

FEBRUARY 1962

0 500 1000
FEET

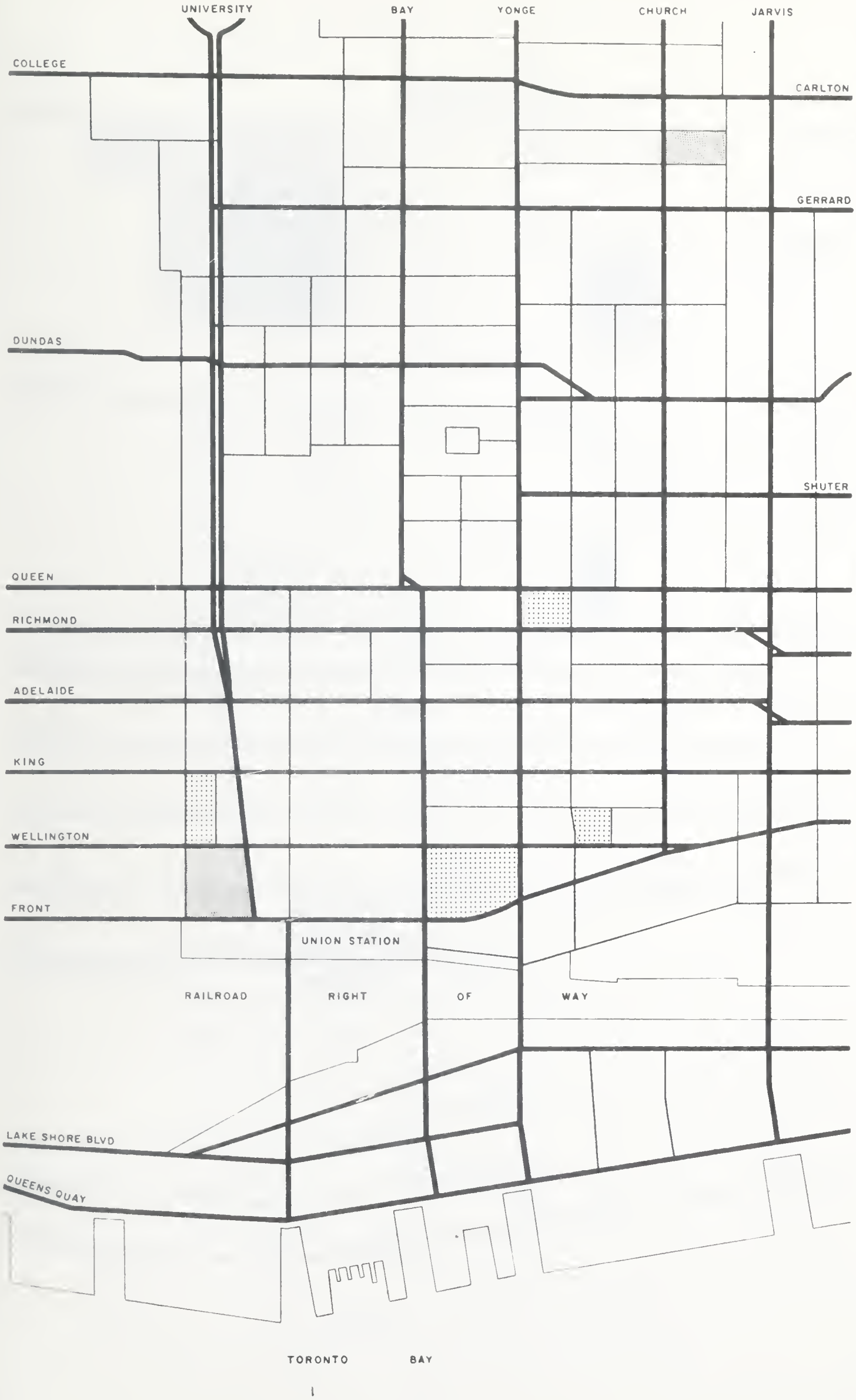
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1980

STORAGE



FLOOR SPACE BY BLOCK
(in square feet)

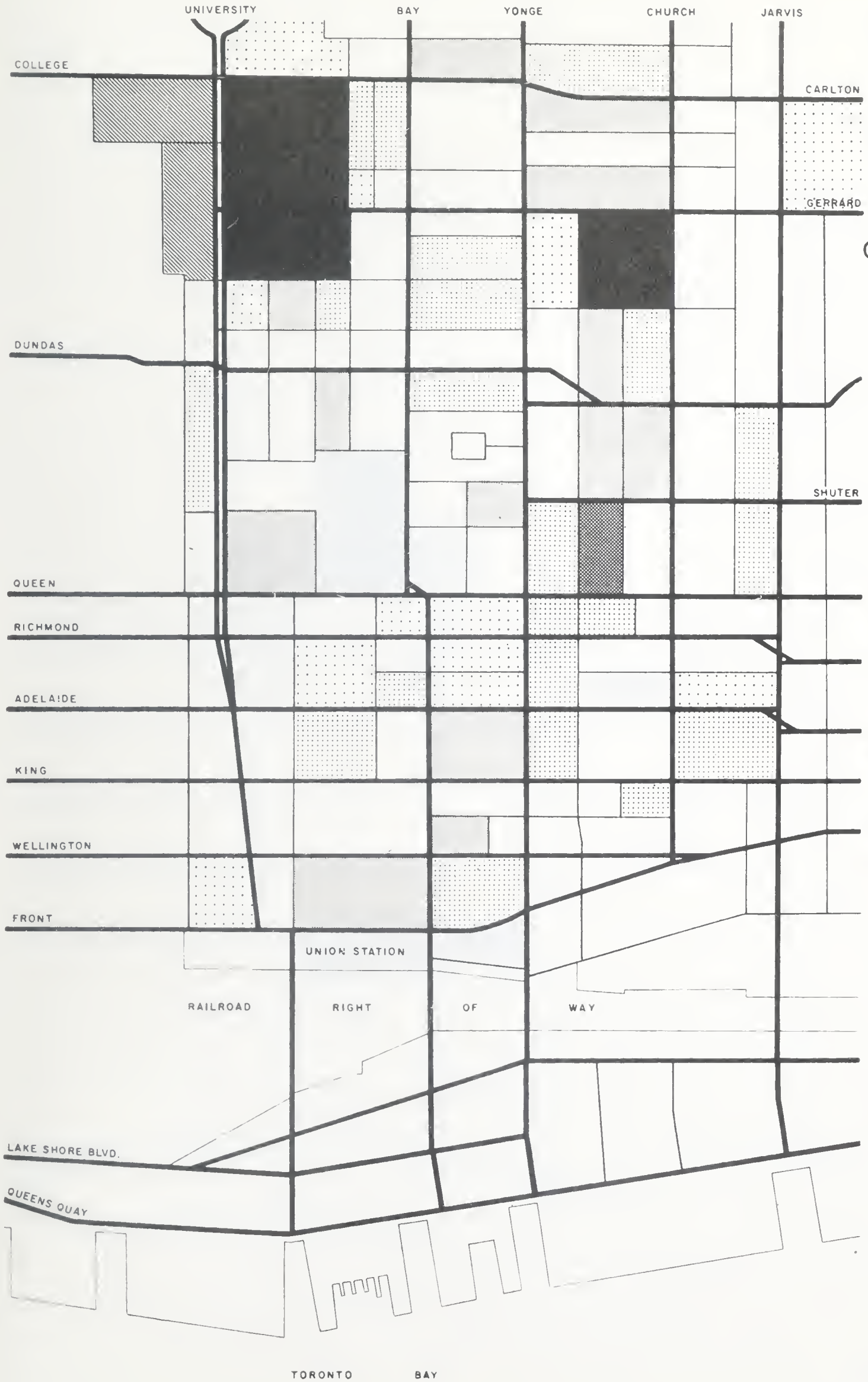
10,001 - 50,000

50,001 - 150,000

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

COMMUNITY SERVICES

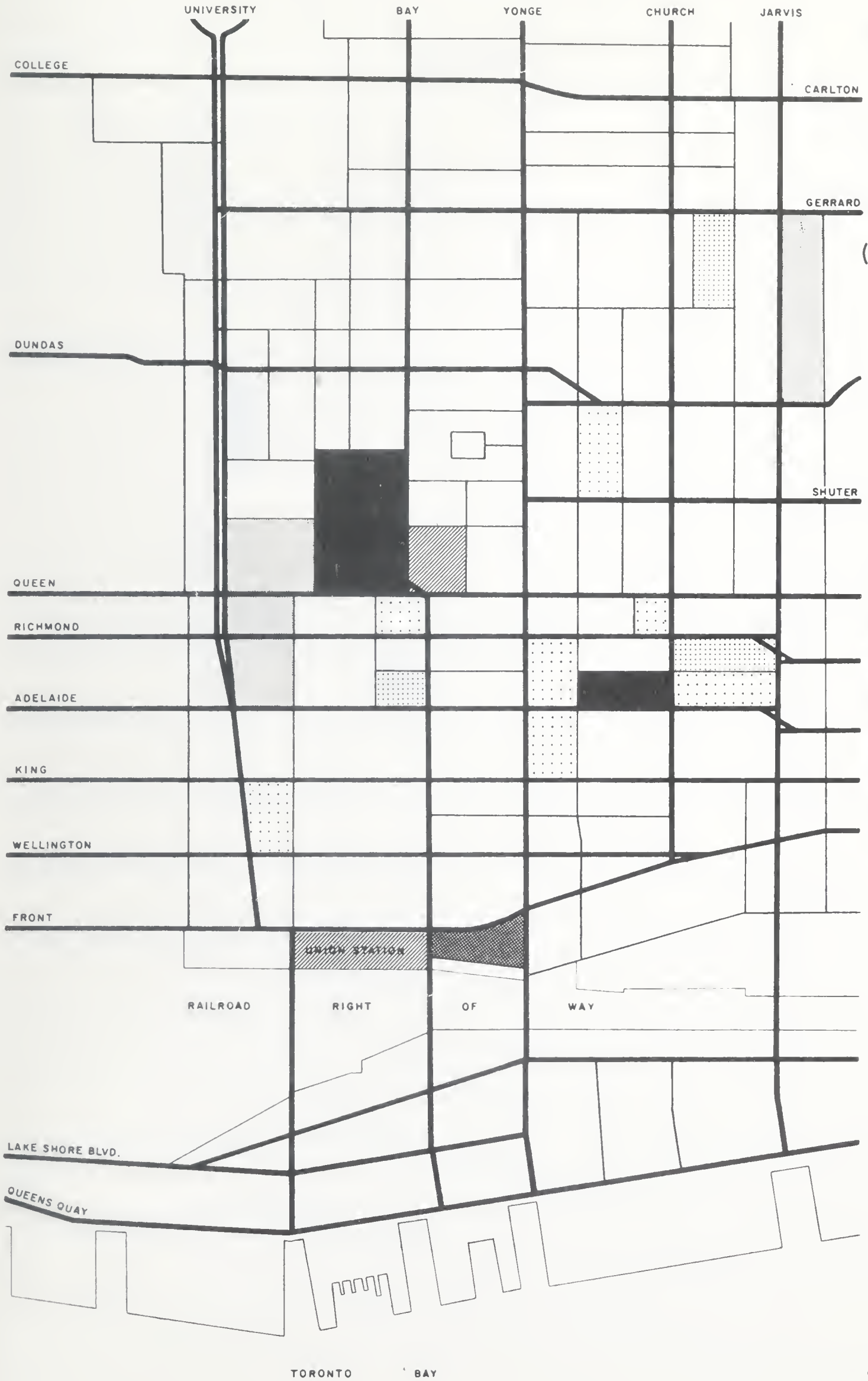
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

GOVERNMENT
(FEDERAL, PROVINCIAL
AND MUNICIPAL)

FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 150,001 - 300,000
- 300,001 - 500,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

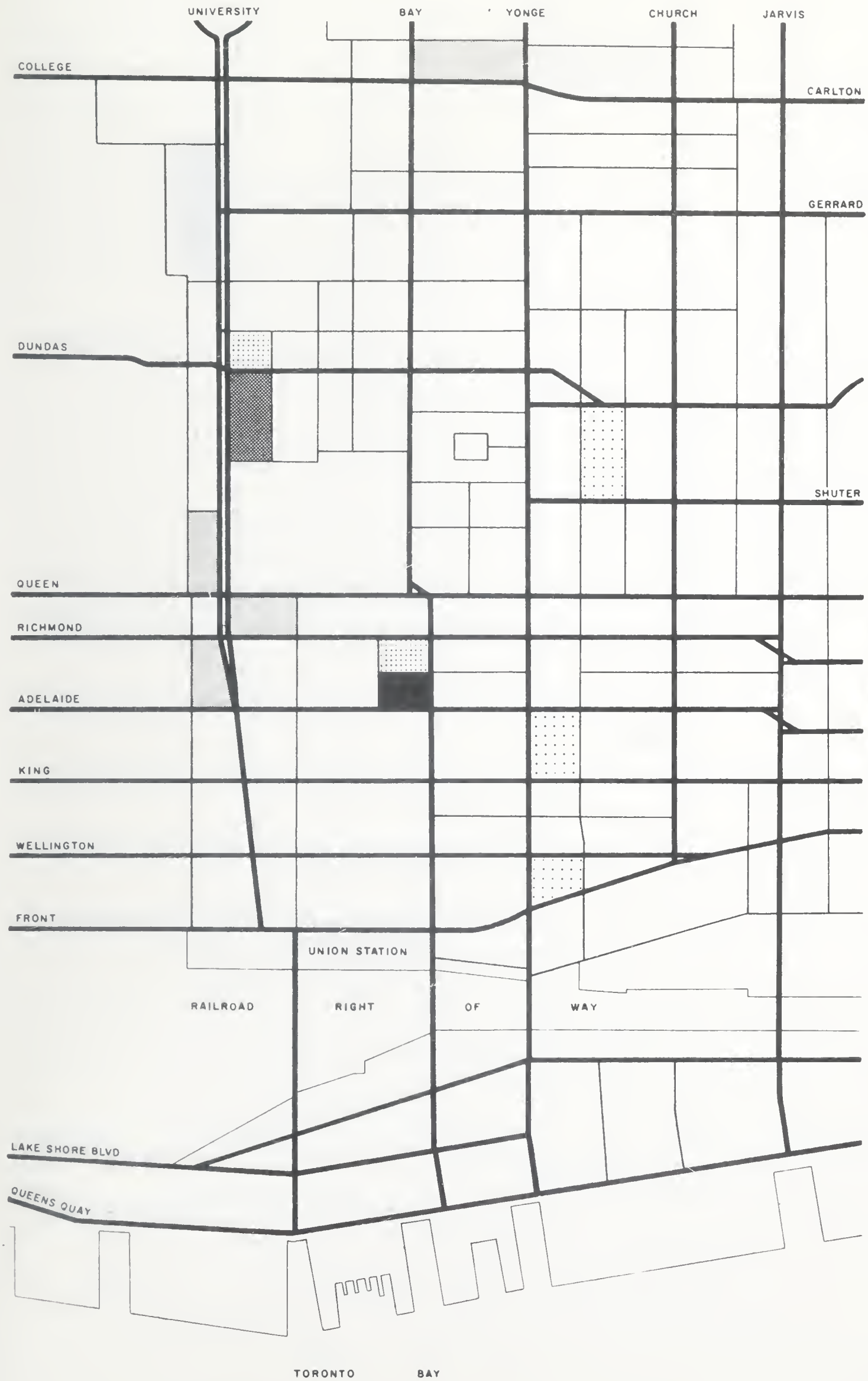
CITY OF TORONTO
PLANNING BOARD

DOWNTOWN

Toronto

FLOOR SPACE 1980

COMMUNICATION



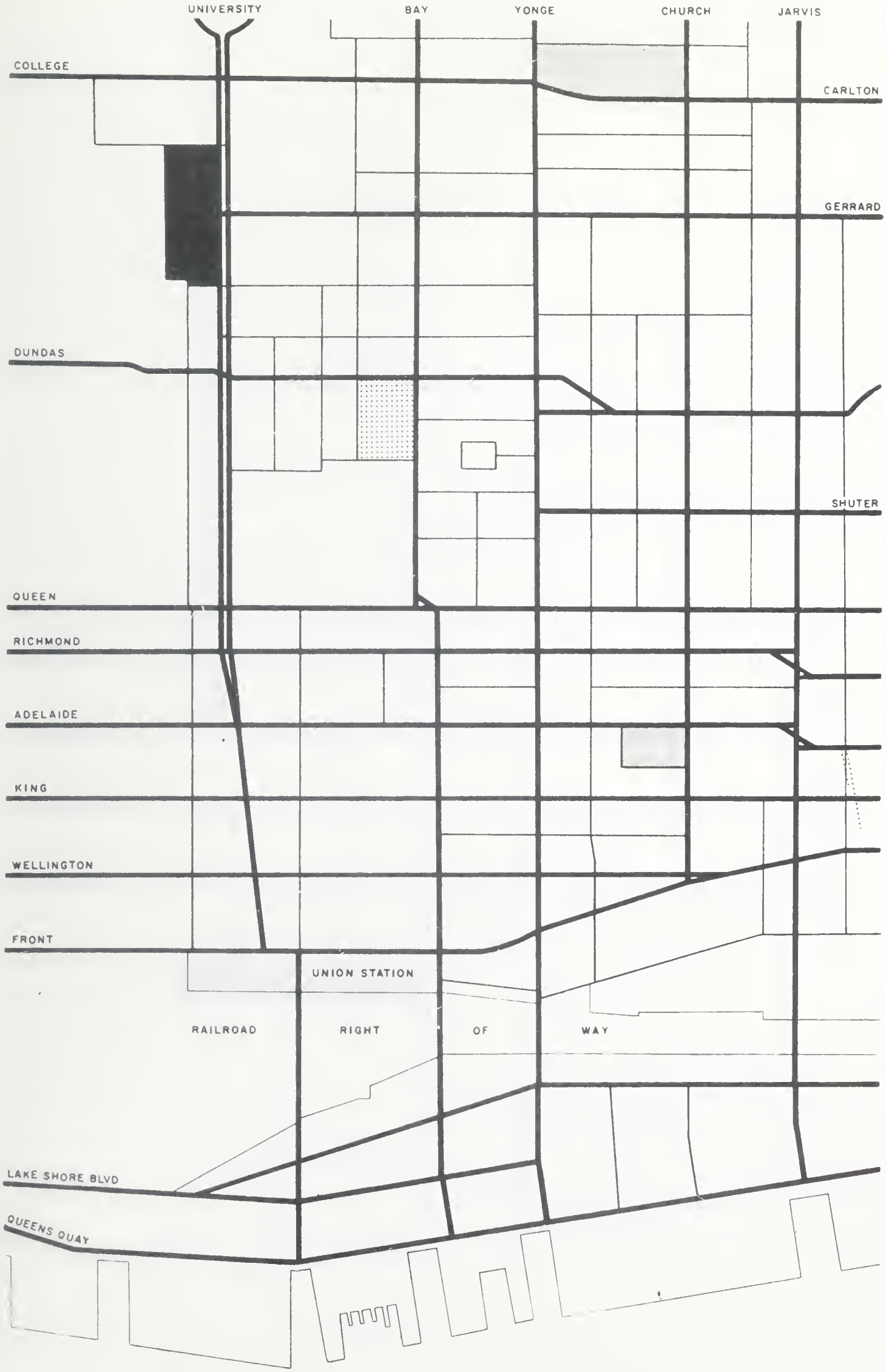
FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 300,001 - 500,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD



DOWNTOWN

Toronto

FLOOR SPACE 1980

PUBLIC UTILITIES

FLOOR SPACE BY BLOCK
(in square feet)

- 10,001 - 50,000
- 50,001 - 150,000
- 500,000 +

FEBRUARY 1962

0 500 1000
FEET

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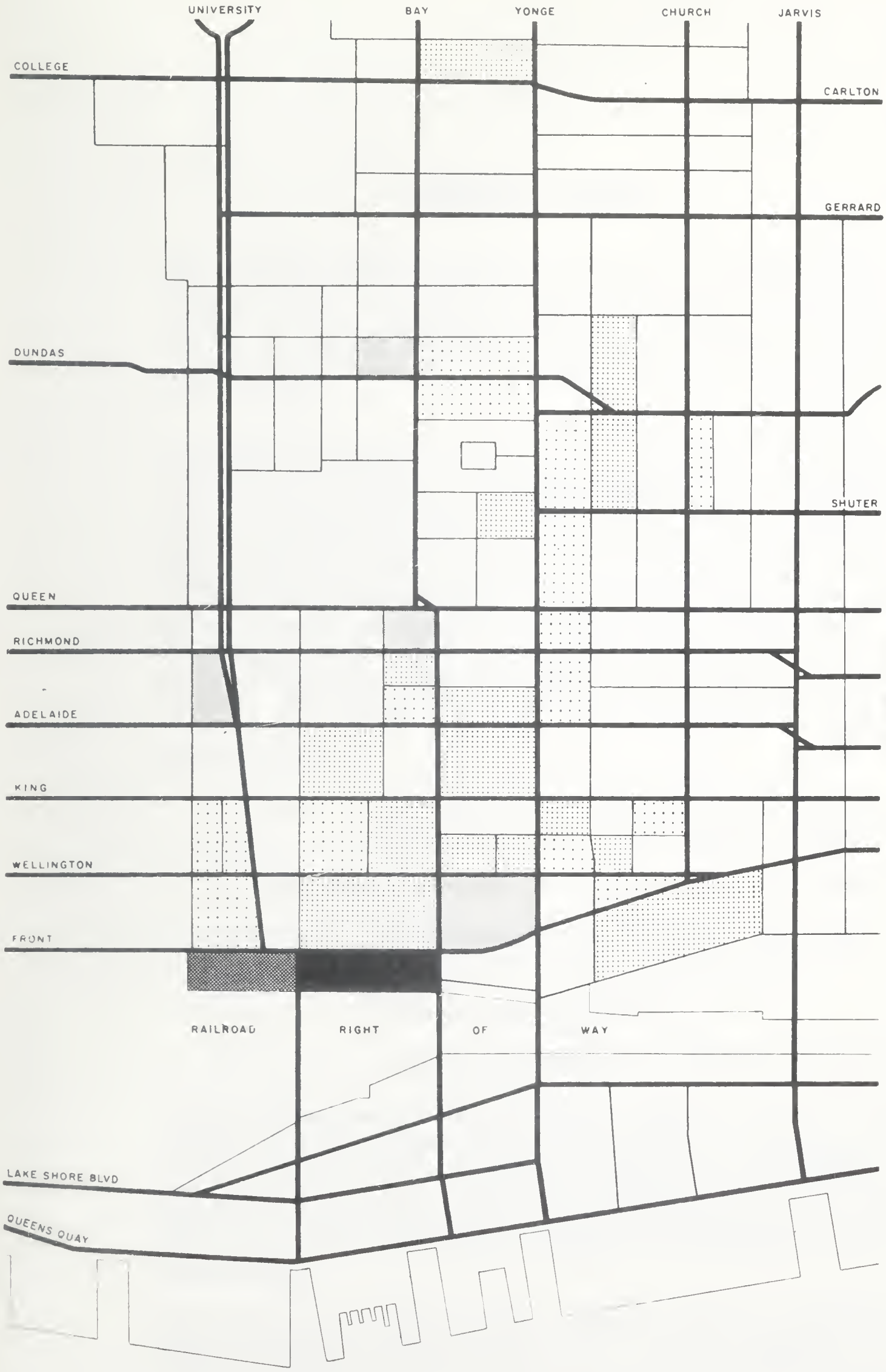
DOWNTOWN

Toronto

FLOOR SPACE 1980

TRANSPORTATION



FLOOR SPACE BY BLOCK
(in square feet)

- 0 - 10,000
- 10,001 - 50,000
- 50,001 - 150,000
- 300,001 - 500,000
- 500,000 +

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CHAPTER IV : ZONING

The proposed downtown zoning is based on an attempt (a) to relate zoning, that regulates the day-to-day development of the Downtown, to the underlying functional structure of the Downtown; and (b) to specify densities that relate realistically to the type of development that can be expected in various parts of the Downtown.

Existing and proposed zoning can be compared in the maps that accompany this chapter. Existing Zoning has two main weaknesses; (i) the use districts are not sufficiently differentiated to act as a selective guide to new development-e.g. C.1, an omnibus zone that prevails almost throughout the entire area includes every possible commercial use from a retail store to an undertaker's establishment and a cold storage locker plant; and (ii) permitted densities in many parts bear little relationship to existing or probaole building - e.g. Church Street "enjoys"the same "12 times lot area" density as King and Bay. The changes that have been introduced are designed, as well, to overcome these weaknesses. The land use districts proposed are:

C.1 (O)	-	Predominantly office, with some retail, restaurants and other personal services.
C.1 (S)	-	Predominantly shopping, with some office.
C.1 (A)	-	Predominantly institutional, with some general offices, restaurants, etc.
C.1	-	General commercial.
C.2	-	General, non-noxious industry and warehousing.

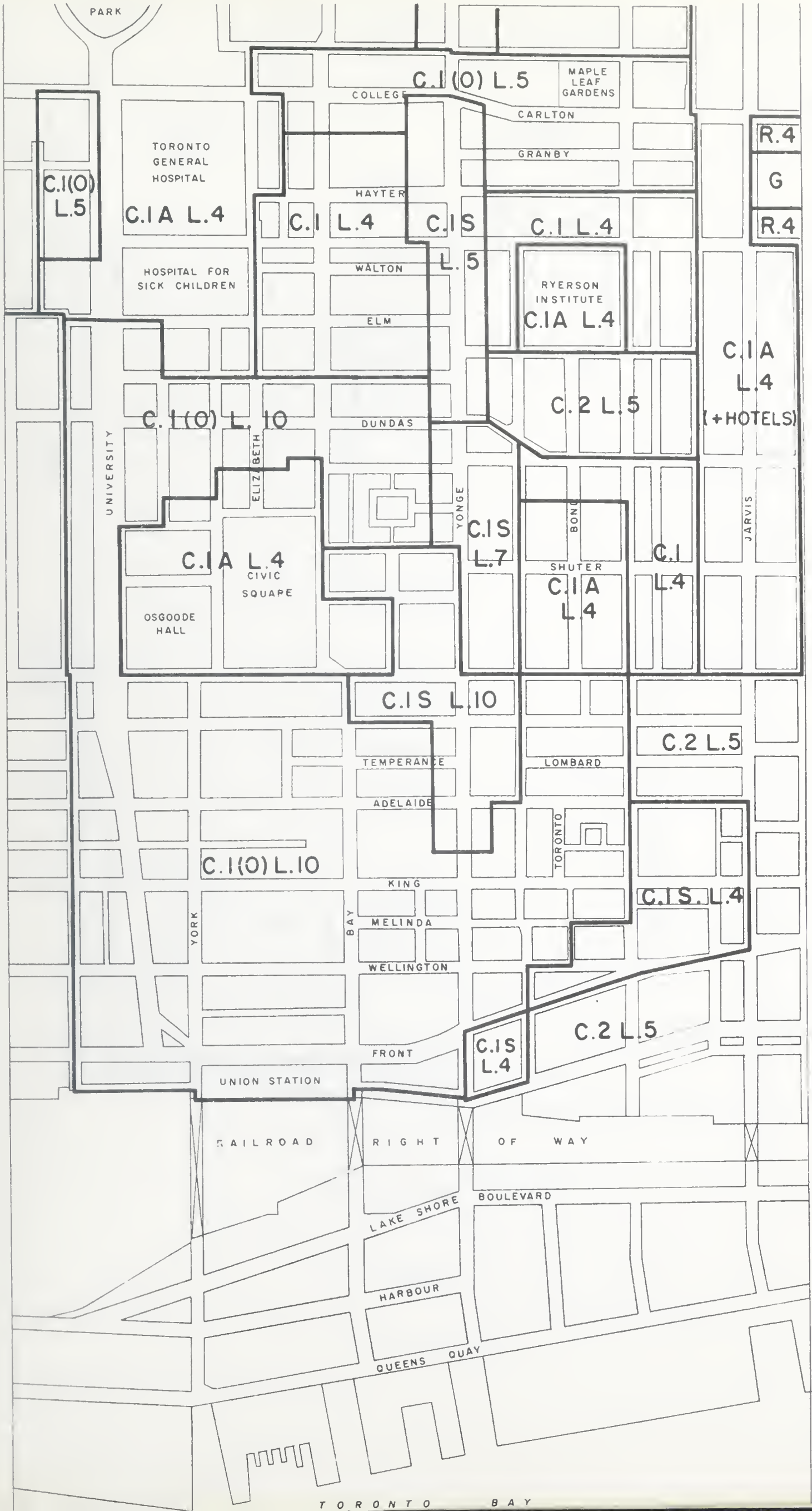
Proposed densities vary from 4 to 10 times the area of the lot - with the highest densities in the prime and prestige office areas, south of Queen, along University and around Nathan Phillips Square; and a substantial stepping down in institutional areas and those areas where the forecasts and location studies show no prospect of massive commercial development in the next twenty years.

The major zone boundary changes proposed are the elimination of the Wellington-Front industrial zone, and the industrial zone between Bay-Yonge-Albert-Hayter; the establishment of a new industrial zone between Dundas-Gould-Victoria and Mutual; and the establishment of a C.1A (office-institutional zone on Jarvis).

DOWNTOWN

Toronto

PROPOSED ZONING



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DOWNTOWN

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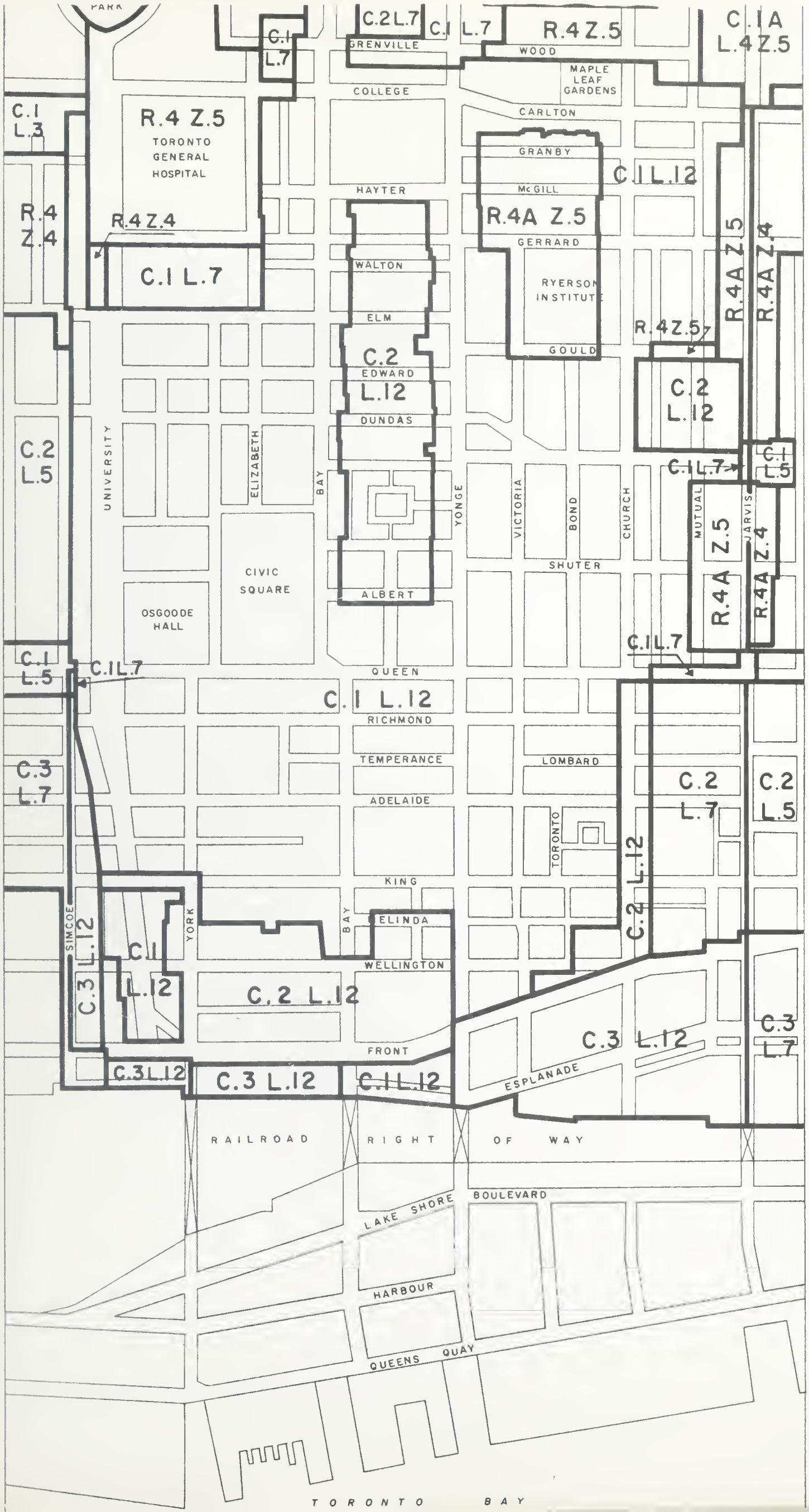
EXISTING ZONING



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It is the intention that the set-back principles (governed by the application of an appropriate daylight angle producing buildings with space on all sides) outlined in the Report on Set-back Regulations for Commercial and Industrial Buildings (February 14, 1961) shall be generally applied in the Downtown. In L.10 areas, areas with a permitted density of 10 times the area of the lot, the Plan will propose that a bonus system be introduced which will permit qualifying buildings, to achieve a density of 12 times the area of the lot. The appropriateness of these upper limits are evident from the fact that at present only 1 block in the Downtown - King-Melinda-Bay-Jordon - approaches a density of 12; and all the forecasted development in the area of intensive building, south of Queen could be accommodated on "available land" at an average density of just under 7, and in the thirty-five blocks of the office area, only 10 blocks would have a density over 10, and 7 blocks a density over 12. (See Capacity Study table, preceding chapter). For these prospective high density blocks, alternative sites do of course exist on "available land" in immediately adjoining blocks.

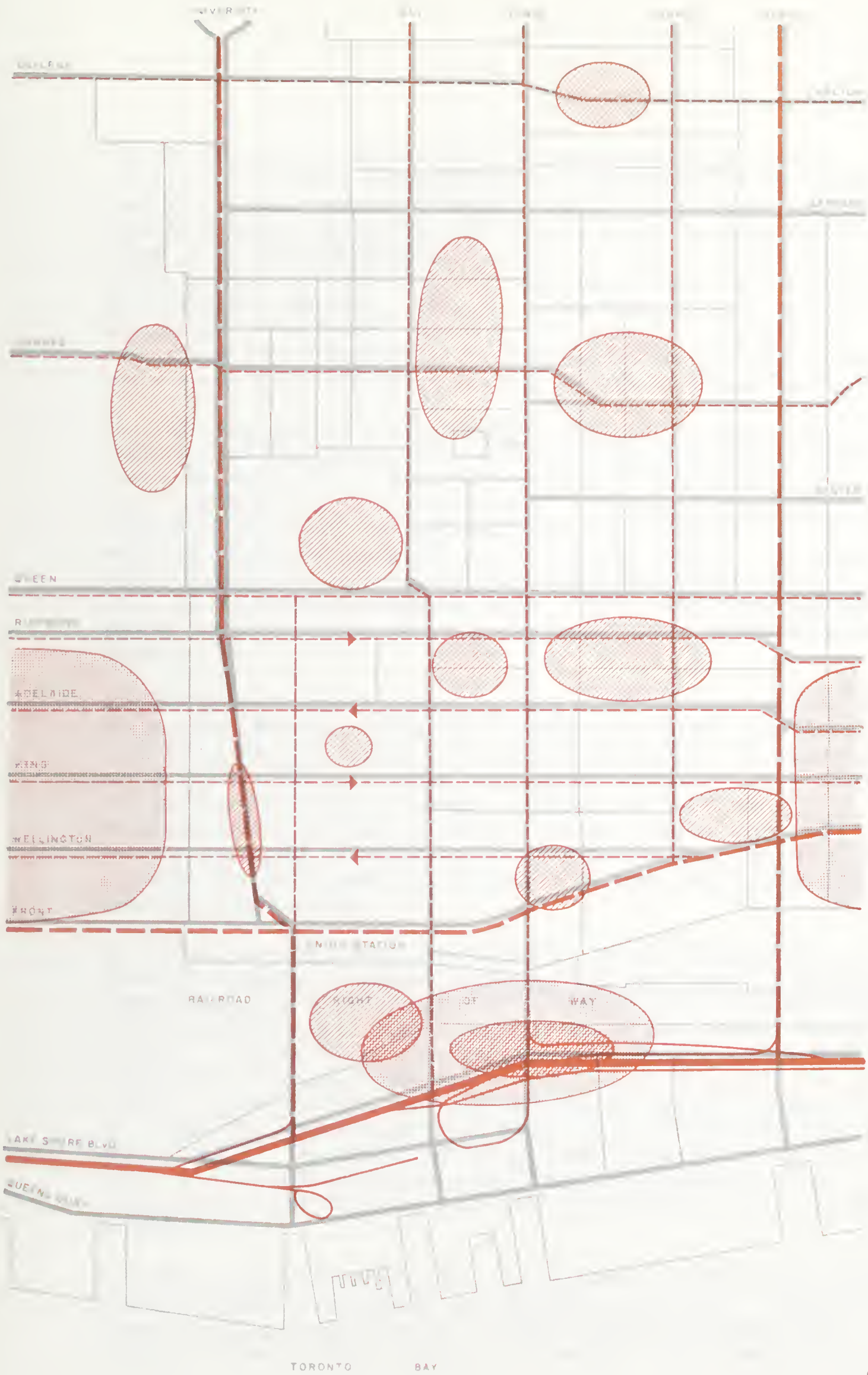
The bonus system is conceived as a device for achieving some of the open space and design objectives of the Downtown Plan. It is proposed to develop a flexible instrument in which the developer will obtain the privilege of additional floor space for development that fulfils the intention and the spirit of the Plan. In some cases this may involve additional set-backs, in some case, landscaped open space, and in other cases development in relation to a specific site plan. For example, one of the design objectives might be to obtain a view of St. James Cathedral, looking east along King. At present the view of the Cathedral from the west is entirely obstructed by the Metropolitan Police Building at the north-west corner of King and Church. It would be desirable when rebuilding of this site occurs that an open view of the Cathedral be retained. This might be possible through the bonus system.

CHAPTER V : ACCESS AND CIRCULATION

It is essential that the Downtown area be readily accessible to its region, to the nation and internationally. Internal circulation must be efficient to meet the needs of the area's occupants and must offer them the possibility of being able to move about in a reasonably pleasant way. The largest group of people needing good access is made up of those going to and from work. Next most important are those on business trips. Then there are the shoppers, those seeking entertainment and all the people involved in the myriad functions of the City's core. Commercial service traffic is important but industrial traffic is declining.

For the most part, the problem is to transport people back and forwards in and out of the central area. In theory, we could rely entirely on the private automobile to do this job, assuming that everybody had a car and was able to drive or could be driven in taxis. To give some idea of what this extreme would mean, assuming that there was no public transportation, the parking requirement by 1980 would be about 135,000 spaces within the Downtown area or on its immediate fringes, compared with a present provision of 26,000 spaces. The space occupied by parking would go up from approximately 11% to almost 60% unless the parking were contained within structures. 60% of the Downtown area constitutes almost all the land available after roads are deducted. To get this number of cars in and out of the Downtown area, there would be a peak hour traffic flow of approximately 88,000 vehicles per hour, requiring about 200 traffic lanes. At the present moment, there are about 60 traffic lanes and the probable number in existence by 1980 will be 64. The additional 130 lanes would presumably have to be provided in new expressways or similar arteries, since other streets could not conceivably be expanded to this extent. This would mean something in the order of 20 new highways to feed into the area. Obviously, provisions of this sort are unimaginable and would not only completely overwhelm the Downtown area itself but would also pose extreme operating problems in devising arrangements to make them work effectively. It can be taken from this that public transit must be maintained as an important part of the system for getting access to the centre of the City.

At the present moment, public transit takes about 70% of the people moving into Downtown during peak hours and a higher percentage of those making shopping trips. If at all possible, a percentage of this order should be maintained. Not only would this offer the best possibility of developing an efficient and attractive Downtown centre; it would also provide a sound basis for the transportation system itself. Should the percentage decline significantly, there would be danger of transportation revenue dropping to the point where the economic feasibility of the operation became questionable.



DOWNTOWN

Toronto

GENERAL PLAN

VEHICULAR CIRCULATION

- EXPRESSWAY
- RAMP TO EXPRESSWAY
- SURFACE ARTERY
- SERVICE STREET
- ONE WAY SERVICE STREET
- BUSINESS & SHOPPING PARKING
- COMMUTER PARKING

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In considering the maintenance of the percentage of people travelling by public transportation, it is important to recognize that the present system of surface transportation combined with an expanding subway system is best able to serve the high density inner area of the Metropolitan region. Because of its limited speed it cannot extend endlessly into outer areas and still provide an attractive service. Because of its high cost, it becomes uneconomic in outlying areas where the density of demand is relatively low. However, it is well adapted to the inner areas where service is attractive and the density of demand is high.

The subway system at present being developed provides a very good skeleton for the mass transit system serving the northern and east-west cores of the metropolitan area. The Spadina line would tap a further area to the north-west. The most important remaining area still to be tapped into the Downtown core is the southern east-west districts close to Queen Street. It would be most advantageous to have the projected Queen Street subway line built as part of the subway network. This would then provide a fairly complete system to serve the inner areas of Metropolitan Toronto.

Surface transit would presumably feed more and more into the subway system, but should also provide a service directly into the Downtown area for those who cannot or are unwilling to use the subway system. In addition, there are inner areas which could be better served by surface transit than by subway. Within the Downtown area it also is necessary to maintain a surface transit system which will provide secondary circulation to and from the long-distance transit services and for commuters who have left their cars in peripheral commuter parking lots.

In view of the fact that the population of the Toronto area is bound to continue to expand outwards into the region, an increasing percentage of this population will progressively be living beyond the effective area of service of the subway and surface transit system. It can be anticipated that this present system will effectively serve a decreasing percentage of those who wish to travel to and from the Downtown area and it does not seem possible to extend the present system to offer an effective service to these outer areas. Therefore, if the present system alone is relied upon, it is inevitable that a declining percentage of those travelling to and from the centre will be able to travel by public transit.

For this reason, it seems to be imperative to build up a secondary transit system to serve the low density outer area. Such a system should collect passengers at a limited number of points and transport them at high speed to the centre. The logical solution

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for Toronto would appear to be to develop a commuter train system, and it is suggested that such a system should use the present railway network, terminating at Union Station as the main Downtown commuter terminal. If at all possible, a direct connection should be provided between this commuter terminal and the Union Station station on the subway network.

Presumably, such a commuter train service would have to be developed on a basis which would co-ordinate with the present public transit system and would be satisfactory to the railway companies. Ideally, it should be sponsored, perhaps operated, by a provincial agency, since it would serve well beyond the Toronto area, but if this were not possible it could come under the jurisdiction of the T.T.C.

While public transit should be encouraged and developed to handle the majority of people travelling to and from the centre of the City there would still be a substantial proportion who would travel by car. The most important part of this group would be those who required their cars for business purposes in order to operate efficiently. The expressway system proposed for the Toronto area would appear to provide a very adequate network, giving good access from all quarters. Inevitably these expressways will be congested at rush hours and this will cause some loss of time and efficiency. However, this is a problem which cannot be eliminated without considerable expense and inviting the greater evil of encouraging excessive travel to the Centre. At off-peak hours, it would appear that the capacity would be quite adequate.

At the Downtown end, it is proposed that there be enough parking in the main business and retail core for those who must have their cars accessible for business purposes or who need them for shopping, entertainment, etc. Such parking should be designed primarily for short-term turnover, presumably at high parking rates. In the interests of good design it should, as far as possible, be inside structures which are integrated into the design of the central area. As far as possible, commuter parking should be eliminated from this core and should be confined to the periphery, primarily east and west of the Downtown area between Queen Street and the railway tracks, and south of the main core between Front Street and the Gardiner Expressway, and extending into the waterfront lands.

Other long distance travelling must also be provided for. Trains can be well supplied on the present trackage, terminating at Union Station. The long distance bus service is, at the present time, efficient but would be better located between the Downtown core and the Gardiner Expressway. This would allow the buses to reach the Expressway directly, keeping them out of the main Downtown area and improving their efficiency. An interconnection with the subway and local streets would be desirable.

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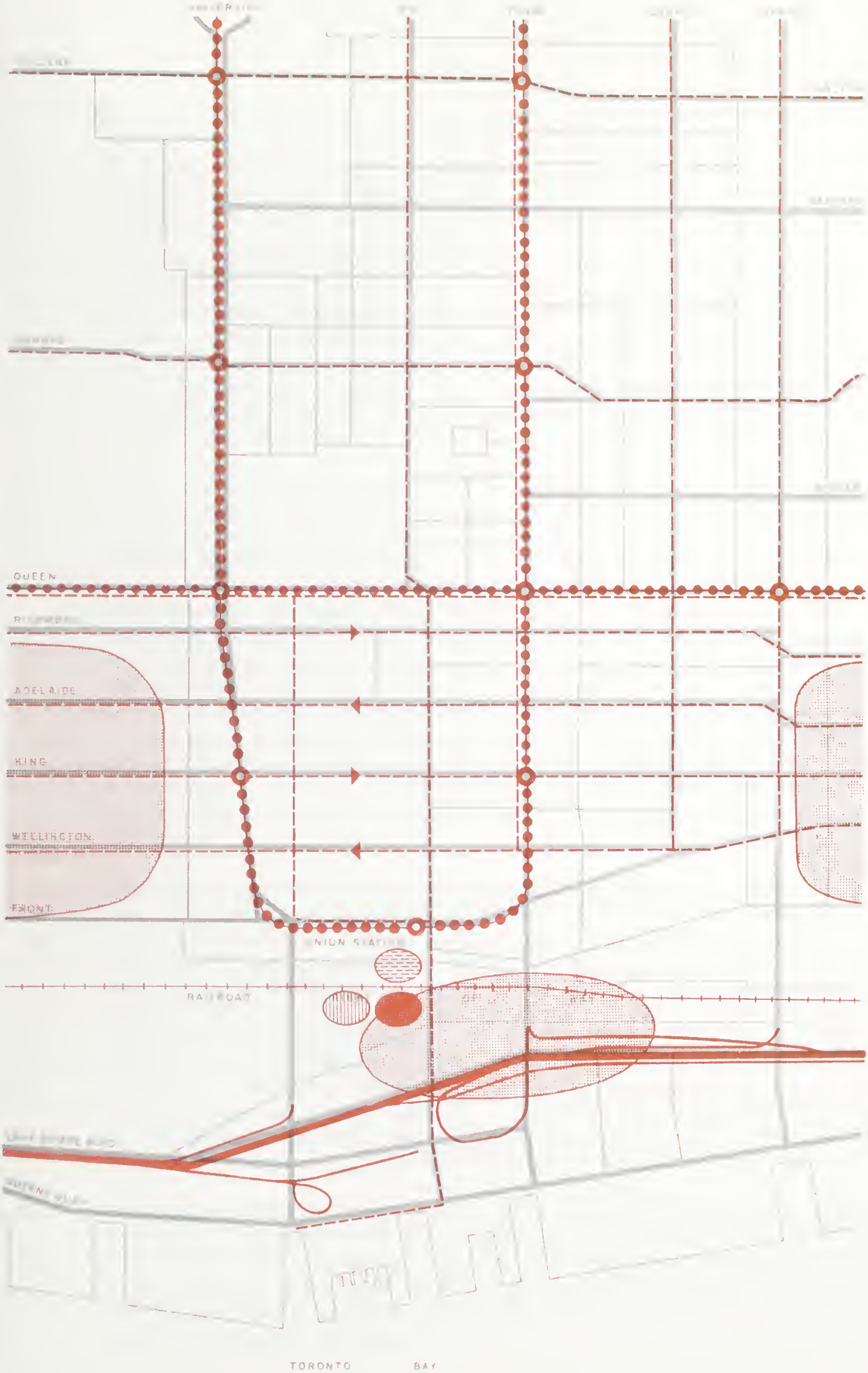
DOWNTOWN

Toronto

GENERAL PLAN

PUBLIC TRANSPORTATION



COMMUTER TRAINS

EXPRESSWAY

RAMP TO EXPRESSWAY

SURFACE TRANSIT

SUBWAY

SUBWAY STATION

COMMUTER TERMINAL

LONG DISTANCE BUS TERMINAL

AIR TERMINAL

COMMUTER PARKING

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PLANNING BOARD

An excellent air service is a necessity since this is bound to be an increasingly important aspect of business travel. An efficient terminal should be provided on the edge of the Downtown district so that people can reach it easily without waste of time. It should have direct access to the Gardiner Expressway and be tied in with the subway, as well as with good access by surface routes into the Downtown area and beyond. The operation of the airport is also of great importance. Malton Airport should be truly international, with direct service to it by all international airlines. This would improve the ease of international traffic to and from Toronto. Toronto Island Airport is ideally placed as a business airport to serve the Downtown business community and should be readily accessible by surface transportation without the hazard of unpredictable delays caused by the present ferry crossing.

It is suggested that these various forms of medium and long-distance transportation could best be served within the Downtown area by the development of a major transportation terminal between Front Street and the Gardiner Expressway. This should provide an airline terminal, a bus terminal and be integrated with the railway terminals for commuter and long distance traffic. It should be tied in with the subway at Union Station station and also with local roads and pedestrian ways leading into the heart of the Downtown area. The location over the railway tracks behind Union Station, from York to Yonge Streets, would be most advantageous having immediate access to the main Downtown concentration and to subways and surface transportation on one side, and to the Gardiner Expressway on the other side. All of the transportation operations at this terminal would benefit from the common use of the services which could be provided.

Together with those features already mentioned, it would be possible also to provide a substantial amount of parking for commuter, business and visitor traffic and to incorporate into the project a motor hotel and, possibly, convention facilities which could be tied in with those of the Royal York Hotel. An additional feature would be that as the proposed terminal would be above the railway tracks it could command a view over the lake from the section between Bay and Yonge Streets. At this elevation, it would be possible to have an attractive plaza, possibly combined with restaurants and other features. This would be readily accessible to the main Downtown business core and would provide a conscious connection between it and the Harbour and Lake Ontario.

One other commercial enterprise which would seem to have prospects in connection with such a terminal would be the construction of offices for businesses in the import, export and wholesale trades, connecting on the one hand with the Downtown Toronto business centre and on the other hand being readily accessible to buyers and agencies outside Toronto.

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It is appreciated that building over the railway tracks is expensive and poses problems for the railway operation. However, this form of construction is widely used in other cities and would appear to be quite practical,and, indeed, very desirable in such an advantageous location.

Should this site not be available, the next best alternative would be on the railway yards west of University Avenue, north of Front Street. This second location would have the advantage that construction might take place on the ground rather than over the tracks, if the railways were prepared to release the land, but it would not have many of the advantages of the other location and could possibly not be developed in such an attractive way.

Within the Downtown area, it is imperative to have good circulation for both pedestrians and vehicles and, as far as possible, this should be attractive, particularly for pedestrians. At the present time, there is quite severe congestion of both pedestrians and vehicles at certain key points in the main office and retail core, particularly at one or two intersections. These are not only congested and inefficient - they are also quite unpleasant to use. If at all possible, immediate action should be taken to alleviate them.

Over the years it can be expected that the congested areas will extend so that these unpleasant conditions will not only intensify in the core but will also become prevalent over an even larger area, making movement within this area more and more difficult and unpleasant. Cumulative effects of sheer congestion and conflict between vehicles and pedestrians, difficult servicing arrangements for buildings, and the resultant inefficiency and unpleasantness could prove to be a severe drawback to the Downtown core.

Outside the core itself there is traffic congestion on some streets and it may intensify to a minor extent. However, it is not so severe that it calls for any drastic action and, overall, a general improvement in the appearance of streets, off-street loading arrangements, traffic regulations, etc. would appear to be adequate to cope with the problem.

For the immediate future, it is suggested that certain steps be taken to improve vehicular circulation and pedestrian movement within the office and retail core. To get the maximum freedom of vehicular circulation it is proposed that the east-west streets between Queen and Front Streets, i.e. Richmond-Adelaide-Queen-Wellington, be used as one-way routes running across the central business district. These would connect to the two main arteries - University Avenue and Jarvis Street - on either side of the Downtown core. The north-south streets - York, Bay, Yonge and Church Streets - would remain

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two-way as would all minor streets, and these would provide efficient movement between the one-way east-west streets.

This arrangement is not intended to provide any additional carrying capacity for through traffic. That traffic must take second place to internal service and circulation. To help carry it and divert it from the business core, it is suggested that Front Street east and west of the Downtown area be increased in capacity.

In addition to organizing the streets in the core in this way, every effort should be made to increase the opportunities for off-street truck loading, especially servicing office buildings. However, in view of the large number of existing buildings which will continue for many years, it will not be possible to make this a universal arrangement for many years to come.

People on foot make up the most important traffic in the core. To help improve pedestrian circulation, to reduce the congestion on the main pedestrian routes, particularly Bay and Yonge Streets, and to improve the accessibility of all parts of the core to one another and particularly to the main focal points, it is proposed that a series of pedestrian ways be opened across the main blocks within the core. These would mostly run north-south roughly parallel to Bay and Yonge Streets. It is not anticipated that they would greatly reduce the volume of traffic on Bay and Yonge Streets but they would help to take the increasing flow which is anticipated and would certainly improve accessibility, thereby encouraging the build-up of the core as will be needed over the years to come.

In a sense, this provides a horizontal separation of pedestrians and vehicles since the pedestrian ways would be exclusively for pedestrians wherever possible. Within the bounds of the major blocks in the Downtown area, an attempt could be made to produce something of a pedestrian precinct, provided the servicing of the buildings by cars and trucks could be handled in a way that would not seriously conflict with the pedestrian movements.

The possibility of closing sections of existing streets and turning them into malls exclusively for pedestrian use has also been considered. To be successful, such malls should be flanked by retail or similar uses with large pedestrian volumes. It is also necessary to be able to service the buildings efficiently and, if the street has an important traffic function, to be able to divert the traffic around the mall. The only street at present in the Downtown area which would be logical to turn into such a mall is Yonge Street. However, it is not possible to service many of these buildings by rear access and the street itself is an important traffic artery. There are no ready means of

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DOWNTOWN

Toronto

GENERAL PLAN

PEDESTRIAN CIRCULATION

IMPORTANT PEDESTRIAN ROUTES

OPEN AREAS

TRANSPORTATION TERMINAL

HOTELS

FOCAL POINTS

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diverting traffic around the sections which could logically be closed for the creation of a mall. Another factor raising doubts as to the effects of a mall is that the east side of Yonge Street has a heavy concentration of entertainment, including theatres, restaurants, etc. This side of the street is very active in the evening, as well as the day-time hours, and it is questionable whether it would gain from its closure to cars. Altogether, it does not appear that there are opportunities for this type of mall in Downtown Toronto. However, the pedestrian ways through the blocks within the core could well provide an opportunity for a limited type of mall or arcade if the flankages were exploited to provide retail and similar outlets.

It should be noted that on the edge of the main business core the City Hall and Square area will provide a substantial pedestrian precinct with the group of public buildings within it. This will be the first time that such an area has been created with Downtown Toronto and it should have considerable advantages in providing an attractive place for pedestrians. It is not in an area of great congestion but presumably will periodically draw large numbers of people for public occasions.

These various measures - the organization of the streets to provide maximum circulation and the opening up of pedestrian ways, improvement of sidewalks etc. - would provide some relief for a number of years to come. However, as the Downtown area grows it seems probable that conditions will continue to become more and more congested and difficult and, consequently, less attractive, although many measures can be taken to improve the pleasantness of the streets in detail.

It cannot be argued that this problem will become so acute in the foreseeable future that the Downtown area will be seriously crippled or become so unattractive that there will be a drastic flight of business and people from it. However, it is likely to take its toll in increasing inefficiency and certainly in increasing unattractiveness.

To meet this problem adequately in the long run would appear to call for a much more drastic solution and it is suggested that the answer to this should be the complete vertical separation of pedestrians and vehicles within the main business core. This means that there should be a pedestrian level and a level for vehicles, the one above the other. In practice, the pedestrian more or less has to be put above the car since it is very difficult to make conditions for the pedestrian at all pleasant if he is confined to a level below ground or below heavy structures providing for vehicles.

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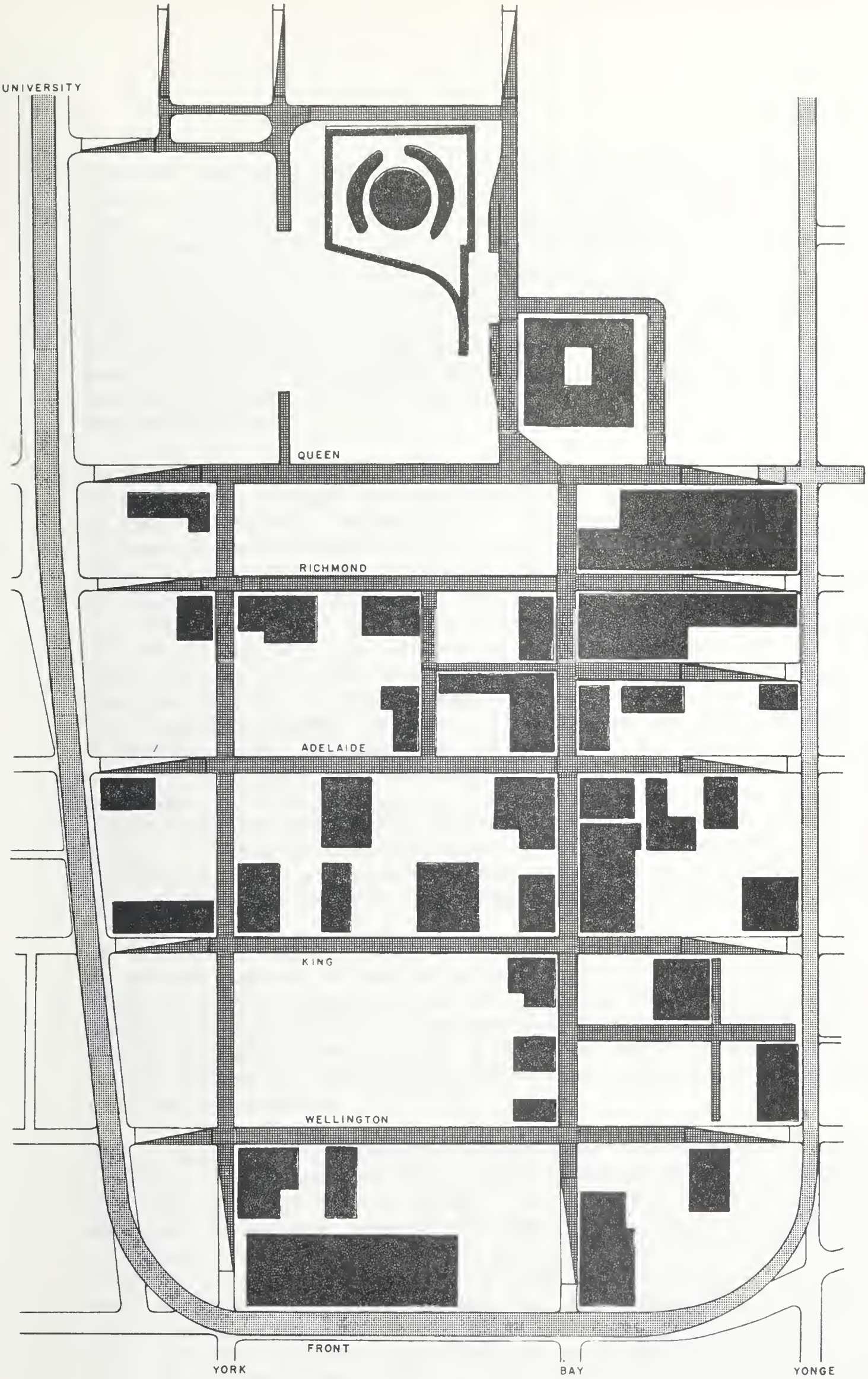
DOWNTOWN

Toronto

VERTICAL SEPARATION

(PEDESTRIANS AT GROUND, STREETS DEPRESSED)



Depressed streets

Subway

Existing buildings to remain after 1980

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Vertical separation eliminates the conflict between people and vehicles and provides much more space for the circulation of each of them. Servicing to buildings can be arranged efficienctly so that the minimum of time is lost, and the pedestrian can move freely to his destination in the most direct manner possible. It is costly to do and there are many difficulties, especially in a situation where development is going to take place progressively over many years. If it were possible to rebuild a large tract at one time separation could be part of the general building project, but in practice it is necessary to have a system which can be developed progressively over many years.

The alternatives are to either put the pedestrian up on a series of galleries, bridges and roof-top decks or to depress the roads so that the cars go underground. Structurally it is easier and cheaper to raise the pedestrian because it does not require very heavy construction and it does not seriously disturb the installation of services in the ground. However, there are serious drawbacks. The pedestrian level is the most important in the Downtown area. All retail outlets, all lobbies of office buildings, are tied to this level and it must be a single level since the pedestrians are constantly moving backwards and forwards between the buildings. The pedestrian cannot be expected to move up and down between different levels all the time, as would be the case if development were to take place progressively with old and new buildings mixed together. In addition, an individual building cannot be designed effectively for pedestrian operation at either of two or more different levels. There is the additional drawback that the pedestrian is confined in such a system to a series of decks, galleries, bridges, etc. so that his freedom of movement and circulation is restricted.

In Downtown Toronto a heavy volume of pedestrians is also discharged at subway stations below the ground level and would have to be taken to a still higher level to reach any elevated pedestrian deck. Another consideration is that many substantial buildings which will remain for many years to come would have their ground floors reduced to the status of a basement by having the pedestrian level raised outside the windows.

The alternative arrangement of depressing the roadways so that the vehicles go underground is certainly more expensive. However, it has the advantage that buildings can be erected so that they will continue to operate effectively when such a change is made, and in this way there is a degree of flexibility and choice between the existing arrangements and such a long-term solution. As and when such an arrangement were carried out, the whole of the business core would continue to function in essentially its present manner, except that service entrances would have to be provided at basement level. From the pedestrians' point of view, this is the most attractive and flexible arrangement since what is essentially his level remains the one at which he continues to move and he has the maximum

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opportunity to move in all directions. While there are a great many problems still to be investigated, it is suggested that this should be the solution in the long run.

Within the limits of the subway loop, between Yonge Street and University Avenue, roads would be depressed within tunnels, which would have service branches off of them to serve the various buildings. The streets would be reconstructed in what could be called a structural concept with the roadway tunnel under a bridge which would contain most of the services and be topped by a deck for the pedestrian. The road circulation would be essentially the same as is proposed for the immediate future, but the elimination of conflicts with pedestrians would increase its capacity greatly. Pedestrian circulation would still require the mid-block footpath system which is proposed for immediate implementation but the freeing of street surfaces for pedestrian movement would again greatly increase the capacity and pleasantness of the surface routes.

It is hard to say when such a scheme would become necessary or when the cost could be justified. It would seem likely that it would not be until about 1980. In the meantime, the grade levels of the depressed roadways could be established so that all new buildings could tie in with them. This would greatly reduce the cost and make the project much more feasible when it was finally undertaken. The Yonge Street and University Avenue subways are too close to the surface to allow of such depressed roadways going above them, but fortunately there are no other major obstacles underground in this area except a large sewer on Adelaide Street. This could be accommodated with relatively minor changes.

The important area for this proposal in the first instance is from Queen Street south to Wellington Street. But in the long run it could very well be tied in with arrangements to the north. The Civic Square area in particular would lend itself readily to integration with such a project, since it is essentially designed upon these principles at the present time.

This proposal opens the prospect of an extremely attractive and efficient Downtown core, which could be expected to offer such advantages that it would greatly emphasize and stabilize the business centre.

CHAPTER VI : THREE-DIMENSIONAL DESIGN

Introduction

The problems of three-dimensional design are very complex. One must, as a first step, organize a great many facts and impressions about the area, and the impact it has upon an observer. One must then analyze how these might be improved so that the area would be not only efficient but also pleasing. Analysis in these terms is difficult, since the original development is not carried out on the basis of such criteria, but takes place on a haphazard basis determined primarily by the economics of land and building. The design analysis must follow along, trying to create some intelligible order out of rather a chaotic situation.

To try to give some idea of the complexity of the problem, the attached survey and analysis has been prepared. It does not contain any adopted policies but the items dealt with here will be covered in the plan which will follow. It will be appreciated that the term "design" in its broadest sense embraces all those things which go to form the physical development of the community. The foundation for design is an understanding of the site, its potentialities, and of the need for the development that is to be placed upon it. When these are fully understood, an appropriate design can be developed. In its general sense, the term "design" can be said to include the basic analysis plus its development into concrete three-dimensional plans. However, in these discussions of the Downtown area the general division is in three parts: projections of development, organization of access and circulation, and three-dimensional design. The first two aspects are dealt with in other Chapters of the report. This Chapter deals with three-dimensional design, the physical expression of the other analyses and conclusions.

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Design Survey and Analysis

"A good town plan must be made in harmony with the town's character. A plan without character is not a plan at all".

W.M. Dudok

"Art, if it is successful, does not attempt to replace or repress life, but to clarify it with the wonderfully economical communication of suggestion and symbol. Urban design is an art, and the principal tactics needed are visual suggestions that help people make, for themselves, order and sense, rather than chaos, from the rich and intricate urban life they see on a free and lively city street."

Jane Jacobs

(a) The Image of Downtown

Downtown, as the heart of Toronto, is the central locale for the expression of the City's way of life. How does it stand up visually to the importance of its function? Has it an individual character of its own? What image does it present?

Old prints show that (1) the City once enjoyed a more intimate contact with the lake; (2) the skyline was dominated by the tall steeples of churches. Since then Downtown has developed as we know it now - severed from contact with the lake by a wide swathe of railroad trackage and its steeples dwarfed by the ever-growing pile of tall office buildings. There is more to this than meets the eye. What we are witnessing is not only the outward signs of progress, growth and change, but a loss of touch with nature, an increasing loss of human scale, and a loss of symbols that once provided community identity. High buildings spring up at a rapid rate, and present an ever-increasing facelessness in appearance. Individually they are massive, sometimes monumental. Collectively they are heavy and stolid, but rather ineffectual.

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Some interesting vestiges remain from the past but few interesting new features are being created to appeal to the beholder. Many areas are ugly and messy, with barren parking lots, dirty lanes, a variety of nondescript buildings and few redeeming features. A new, attractive overall form has not emerged.

King Street East, Toronto.

The Orange Walk, 1874.
Spire of St. James Cathedral in background.

Skyline, Toronto, 1959, Spire of St. James Cathedral on the right.

(b) The Form of Downtown

A design survey of Downtown would -

Analyse the site for its particular features and its possibilities.

Study the visual form of the area and its structural elements of Paths, Districts, Nodes, Edges and Landmarks, in order to disclose ambiguities and lack of definition in structure.

Study the area for what it offers in the way of the elements of civic design - buildings and architectural masses worthy of preservation for historic or aesthetic reasons, urban open spaces, planting, urban furniture, panorama, skyline, vistas, textures, etc.

From College Street to Front Street the land drops 66'. In an east-west direction the slope towards the Don averages only 10'. Topographically, Downtown is virtually flat and featureless. The stronger natural features of the Don and the Lake are, in the one case, too far to the east, and in the other, cut off by the railroad. Only from the upper floors of a tall building can the lake be seen. The site cannot offer the excitement of, say, San Francisco; visual interest and stimulation must be man-made.

Figure (1) shows the visual structure of Downtown. The elements of structure are defined as follows: -*

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* This follows the terminology used in "The Image of the City", by Kevin Lynch.

Paths - The prominent channels of movement of the observer. These may be streets, transit lines, railroads.

Districts - Sections of the area having an identifiable character.

Nodes - Strategic, focal points that the observer can enter. They could be junctions, open spaces, or the foci of districts.

Edges - Linear elements not used or thought of as paths. They may be boundaries, barriers or seams.

Landmarks - External point references, usually a simply defined object such as a tower.

Easily the most dominant path in Downtown is Yonge Street. All the way from College to Adelaide it is dominated by shopping and entertainment activity, given strong visual impact by the lavish use of gaudy signs. It comes from a very far distance and everyone knows it goes Downtown. It is the route of Toronto's only subway, whose stations form nodes. It has a slight but visible topographical gradient from College. The architectural and use gradient is also very clear, increasing in density from Shuter Street to the south.

Another major path is University Avenue, made prominent by its great width, dividing green strip and imposing buildings flanking it. Front Street qualifies because of its width, its strong visual edge, and

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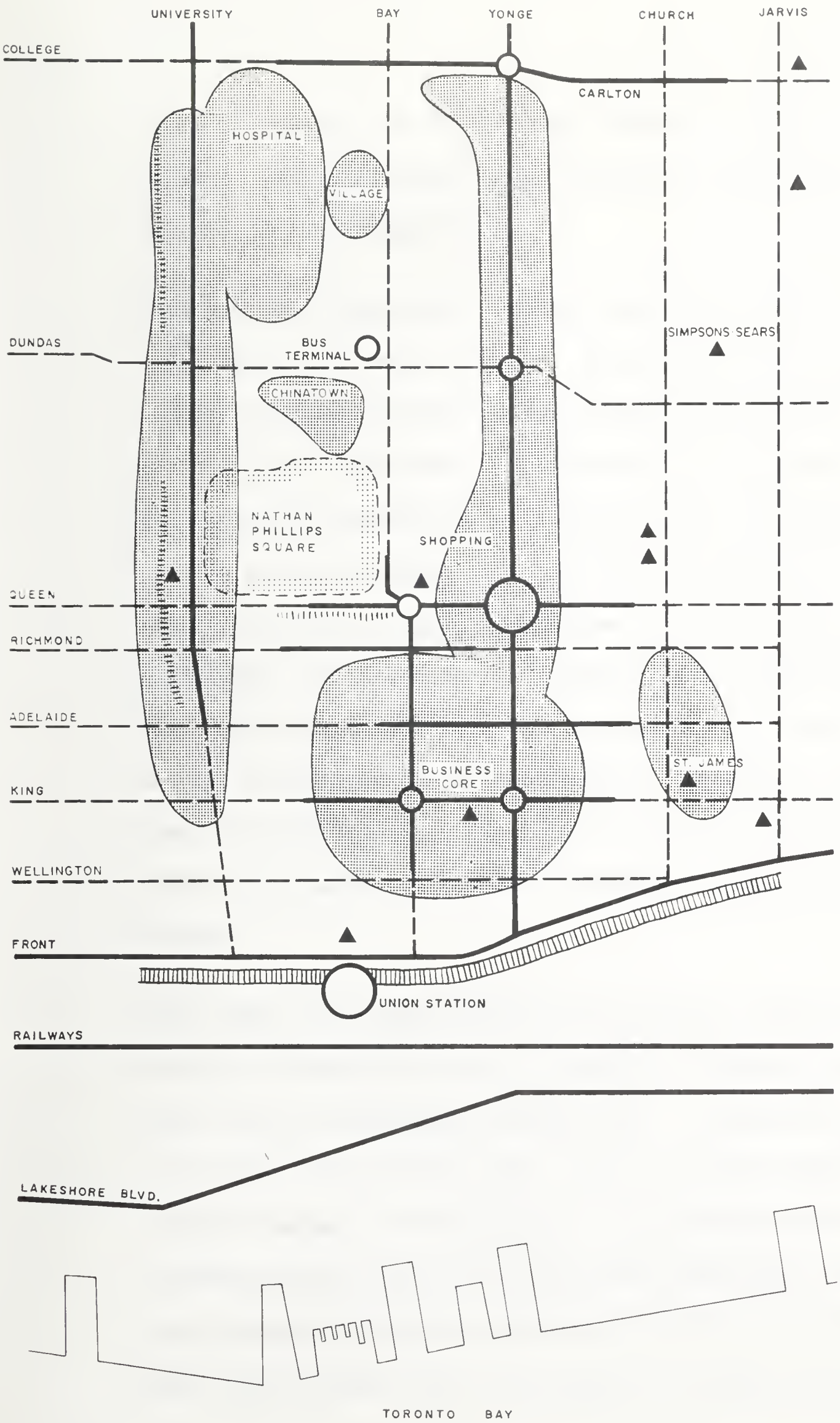
DOWNTOWN

Toronto

VISUAL FORM



MAJOR PATH
MINOR PATH
MAJOR DISTRICT
MINOR DISTRICT
MAJOR NODE
MINOR NODE
MINOR LANDMARK
MAJOR EDGE
MINOR EDGE

DECEMBER 1961

0 500 1000
FEET

CITY OF TORONTO
PLANNING BOARD

being the terminal of other paths, - subway - railway - University Avenue. Two other major paths - Lakeshore and the Railway - are south of the Downtown District.

Downtown shows four quite distinct districts: the commercial strip along Yonge, the dense financial and business core around Bay, University Avenue and the general business district circling the core to Front, York and Church. Four minor districts can be picked out - the hospital concentration at the north-west, the rather messy mixed service area from Church to Jarvis between Dundas and Queen, and the small yet clear Village and Chinatown, both under serious threat of extinction. When completed, the New City Hall with the new Court House and Osgoode Hall will form another distinct district. These are the existing or potential districts of Downtown, each having clearly discernible characteristics, each an area the observer can feel he is entering. Each has its peculiar architectural and activity flavour.

Eight nodes can be distinguished, the two most important being Union Station, in conjunction with the subway terminal and the Royal York Hotel, and the Yonge-Queen intersection. Downtown has a single strong edge - the railway line. It is visually reinforced by the spatial treatment of Front Street. Minor edges occur where the taller buildings on the west side of University Avenue drop sharply to the lower adjacent development, and also where the continuous strip of Queen south frontage faces the openness of Nathan Phillips Square.

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If one thinks of the Eiffel Tower as a landmark, then Downtown has no equally powerful landmarks although one can select about ten minor ones. Possibly the most dominant are the City Hall, Canada Life and the Bank of Commerce buildings. The last unfortunately partakes largely of the nature of a "bottomless tower".

The visual form of Downtown exhibits defects, chief of which is the chaotic, characterless nature of the greater part of its overall area. Much of the area south of Queen Street is without structure, the boundaries of the intense core either petering out with a certain tired vagueness west of Church Street, or ripped and tattered towards University Avenue. The Village and Chinatown resignedly wait for the axe to fall. North of Queen Street are many acres of pure chaos, the largest and worst being east of Yonge to Jarvis Street, from College to Dundas Streets. This area is undifferentiated as to activity and spatial organisation. It is an old area of mixed uses, a stagnant backwash.

This latter area includes two establishments of cyclopean proportions. One is the Ryerson Institute whose architectural plans will make of it a turned-in colossus, an island to itself. The other cyclops is the Simpson Mail Order House, drab storage magnified for all to behold, forcing itself through sheer bulk upon the observer as a landmark. More chaos occurs between Bay and Yonge Streets north of Queen Street and there are pockets of disorder between University Avenue and Bay Street.

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The minor edge at the south side of Nathan Phillips Square is a true edge and when developed further will mark off, in a visually meaningful way, the business district from the Square. The major edge at Front Street visually closes off the railway from Downtown. With the railway, it also separates the waterfront from Downtown. Using the underpasses to get to the waterfront area is a rather forbidding experience.

As paths, both Church and Jarvis Streets are largely without character. As vehicular routes providing access and egress to and from Downtown, both are somewhat removed from the centre and do not provide the beholder with intimations of whence he came, or whither he is going. Tiresome in length of view, lacking in focal points and strong landmarks, of no clear beginning or end, traversing districts of no definite character, they are visually drab as paths. College Street skirts the district. The long facades of the Hospital and Eaton's College Street store give it character, and a sudden turn at Yonge helps to punctuate it and give strength to the intersection. From Yonge to Jarvis Streets, its south side becomes chaotic. Dundas Street, from Jarvis Street to University Avenue, slices through interestingly different areas. A number of one-way streets south of Queen Street beclouds the grasp of the area for the motorist. Wellington Street is most consistent in feeling, while King, Richmond, and Adelaide Streets have indeterminate, tattered ends.

The most satisfactory node is Union Station, a strong building, on a wide street, facing a dominant ancillary building - the Royal York Hotel. The other strong node at Yonge Street and Queen Street, fails to provide the spatial and architectural form for a successful node, a failure

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common to most of Downtown's nodes. As a node, the bus terminal spreads over neighbouring blocks in a somewhat formless manner. Its location also seems unfortunate.

Landmarks, so valuable for orientation, are few and not pronounced. Unfortunate siting of buildings north of St. James Cathedral, removes much of its value as a landmark for the observer coming down Church Street.

The area also has its points of confusion for the motorist. Two such points may be mentioned - Dundas-Yonge, and Wellington-Church-Front. To summarize, the visual form of Downtown shows the following weaknesses:-

Extensive areas that are unstructured, lacking in distinct character, having no significance for orientation, with no discernible boundaries with or connections to adjacent areas.

Nodes that exist in fact but are weak in spatial character.

No very strong landmarks to give the observer a point of reference.

A waterfront area effectively isolated by a strong barrier - the railway.

Some main paths that are characterless.

A topography, tending to flatness, yet unrelieved by vertical space elements.

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(c) Downtown - The Elements of Civic Design

There are some older buildings Downtown that have some historic and architectural merit. A list of such buildings would include the following:

Holy Trinity Church	10 Trinity Square
St. Andrew's Church	75 Simcoe
St. Michael's Cathedral	Bond, Shuter, Church
Metropolitan United Church	51 Bond
St. James' Cathedral	Church and King
City Hall	Queen and Bay
St. Lawrence Hall	King, Market, Jarvis
Osgoode Hall	130 Queen Street West
University Club of Toronto	382 University Avenue
National Club	303 Bay
Office Building	10 Toronto Street
Office Building	14 Toronto Street
Office Building	13-15 Wellington Street West
William Lyon McKenzie House	82 Bond Street
Union Station	Front Street
Dominion Government Building	Front Street
Toronto-Dominion Bank	King and Bay
Bank of Montreal	Yonge and Front
Toronto Club	Wellington and York

When the observer leaves the individual building and looks for significant groupings, and relationships of buildings to spaces, he will find Downtown a veritable desert. In all Downtown, he will see only one example of relationship of buildings to each other and to the street which can hold his eye - the curving stretch of Front Street from University Avenue to Yonge Street, with its dominant Royal York Hotel, the long facades of Union Station and the Dominion Government Buildings, both sweeping with the curve of Front, both

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screening the view of the tracks and closing the vision within the generous width of street. Beyond one catches a glimpse of O'Keefe Centre and its promise of bright things. One enters this interesting stretch from the west by a kind of gateway, produced by constriction of buildings west of University Avenue.

Downtown is singularly lacking in urbanity of architecture and in the wider compositions of mass and space which are such an important aspect of civic design.

Some stretches of old frontage exist which, while possessing considerable architectural merit, are not of the order to warrant great efforts for their preservation. The south frontage of Front Street between Scott and Church Streets, a stretch of brick facade on the south side of Queen Street between Church and Jarvis Streets, and portions of Wellington Street come to mind.

A city's design inventory would include numerous elements that can delight, or fulfill a need. Once more, Downtown's balance sheet displays poverty. Benches are rare enough to become news when one was placed outside the Board of Trade Building at No. 11 Adelaide Street West.

Paved surfaces are so monotonously drab that in flamboyant desperation some artists painted floral patterns on the sidewalks of the Village. Where Downtown can people walk with pleasure?

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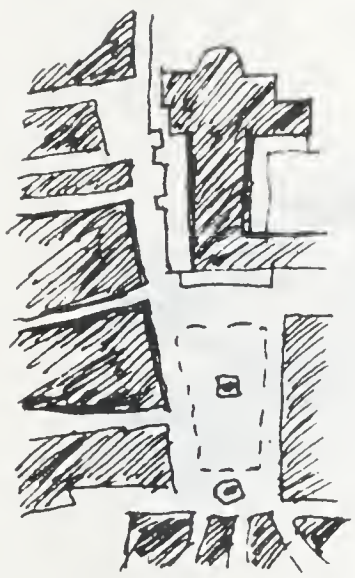
Landmark, The Duomo, Florence.



Enclosure and
dominant building,
San Croce, Florence.

Statue in Square.

Equestrian
Statue
in Piazza
Annunciata

There are no places of open-air concourse, nowhere for people to meet, chat, eat a lunch, watch others go by, or feed pigeons. There are no public squares, little planting, no prominent fountains with gay jets and murmur of water, no ponds to receive a toy sail boat or reflect a facade, no open rink with swirling skaters, no lookout for looking at anything. Except for Adam Beck on University Avenue there is no sculpture. There are a few memorials in the middle of University Avenue, and a badly placed one obstructs City Hall's main entrance. There are no exotic obelisks or needles, only one marker proclaiming history at 82 Bond Street, no arcs of triumph, no kiosks, no comfort stations, no bus or street car shelters, no flag poles no relics salvaged from hallowed object or event. Downtown has little to surprise, entice, explore, or delight. A flat site, it is not even relieved by change of levels.

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Focal Point

The Duke of York's Column,
Regent Street, London.

Paving. Mosaic Pavement, Brazil.

Fountain,
Trafalgar Square,
London.

Some positive elements of ugliness exist, and a listing of these would include:

- Ugly gashes of surface car parking lots, exposing and creating chaos of spaces and buildings;
- Messy rear lanes;
- Wirescape;
- Tatty news-stands;
- Insensitive design and location of details - signs and street furniture.

A long stretch of Yonge Street by day presents a frontage of old buildings, each with its own individual face-lifting and shouting sign. By night Yonge Street looks better with its bright neon signs, still somewhat jazzy and gaudy but having a lively sparkle, and its chaotic facades softened by darkness. Some of the tall buildings gain the drama and mystery of floodlighting against the dark sky.

A vista is a framed view and to be successful requires that what is framed is worth looking at. A common opportunity

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for this effect occurs at T-intersections, of which Downtown can claim about a dozen. In general these opportunities have not been handled with distinction, although the City Hall tower sits well at the head of Bay Street and Osgood Hall is an interesting, if rather accidental, feature at the head of York Street. Important views of Downtown are dictated by the long axes that form its grid. The eye finds the prospect of long, uninterrupted views tiresome and unpleasant, and demands a break, a focal point, a terminus upon which it can rest. University Avenue has a terminus at its north end - the Parliament Buildings - but comes to a sad end at Front Street. Bay Street is fortunately broken by Queen Street and a glimpse of the elevated financial core. Jarvis Street is relieved only by Moss Park and the churches south of Carlton Street, while Church Street boasts three prominent churches but is otherwise undistinguished. Yonge Street, another long prospect, does not suffer as much as some, saved by busy lateral eye-diverting activity, the throttling at Gerrard Street, and the change of architectural scale at Queen Street. The happy curve closing the view at Front Street has been mentioned, and something similarly fortunate occurs on College Street where it bends at Yonge Street. On Richmond, east of Bay Street, there is a pedestrian overpass linking Simpson's to its parking garage which demonstrates what a visual break can achieve in relieving the tedium of a long street view.

Along with most other North American cities, Toronto's most dominant feature is its Downtown core of high, dense office buildings.

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Unfortunately, most paths in Downtown from the north, east and west fail to give the observer the best views of this man-made pile. To appreciate it best, one has to observe it from the south, the Islands and the lake or from an elevation. Already, elevated portions of the Gardiner Expressway afford dramatic views of it.

The commonest device used for creating interest in a city erected on a level site is to pierce the sky with well distributed vertical elements - towers, domes, campaniles. This device, for success, requires the contrast between the tall isolated element and its lower, even surroundings. Since the individual high building of Toronto's core is not isolated in this manner, it simply lends its top to the overall outline of the pile. Within the pile, the tallest element becomes, like the Bank of Commerce Building, a "bottomless tower", its force, scale and possible significance as a landmark largely diminished.

The man-made pile of office buildings and expressways are expressions of the new scale of city building.

Some Design Considerations

"The glass walls of the Chase (Manhattan Bank) lobby look out directly to the north, on the massively charming stone wall of the Federal Reserve Building across the street - a rusticated masonry with little windows poked in it and iron bars on the windows. The Fed. has that full-of-florins look, in the style also of what Cole Porter called the itty bitty pitti palace. This feudal view of finance continues to exert its charm, but we've come a long way forward since then ..... the aesthetics of money has advanced".

Walter McQuade

"The chief problem with most town centres is that of overcrowding: too much building and too much traffic on too small an area of land, not over the complete area, but over those parts which have become important foci".

Frederick Gibberd

Much that we admire in the design of famous cities was the product of certain conditions peculiar to former times. We no longer have the state organization that permitted Le Roi Soleil to create Versailles. We no longer share a common set of values and patterns of behaviour that in earlier periods could produce harmony of overall design. Our growth is rapid and to an unprecedented scale. We do have the automobile and the tall building, both of which introduce new conditions and a scale that need to be understood.

The Street

Traditionally, the street was a dominant space element in urban design. Masonry buildings of continuous facades lined its sides. These facades, together with the street width, formed a proportioned spatial relationship, read and understood as such by the observer. The street would sometimes open out into a wider space dominated by some building having community

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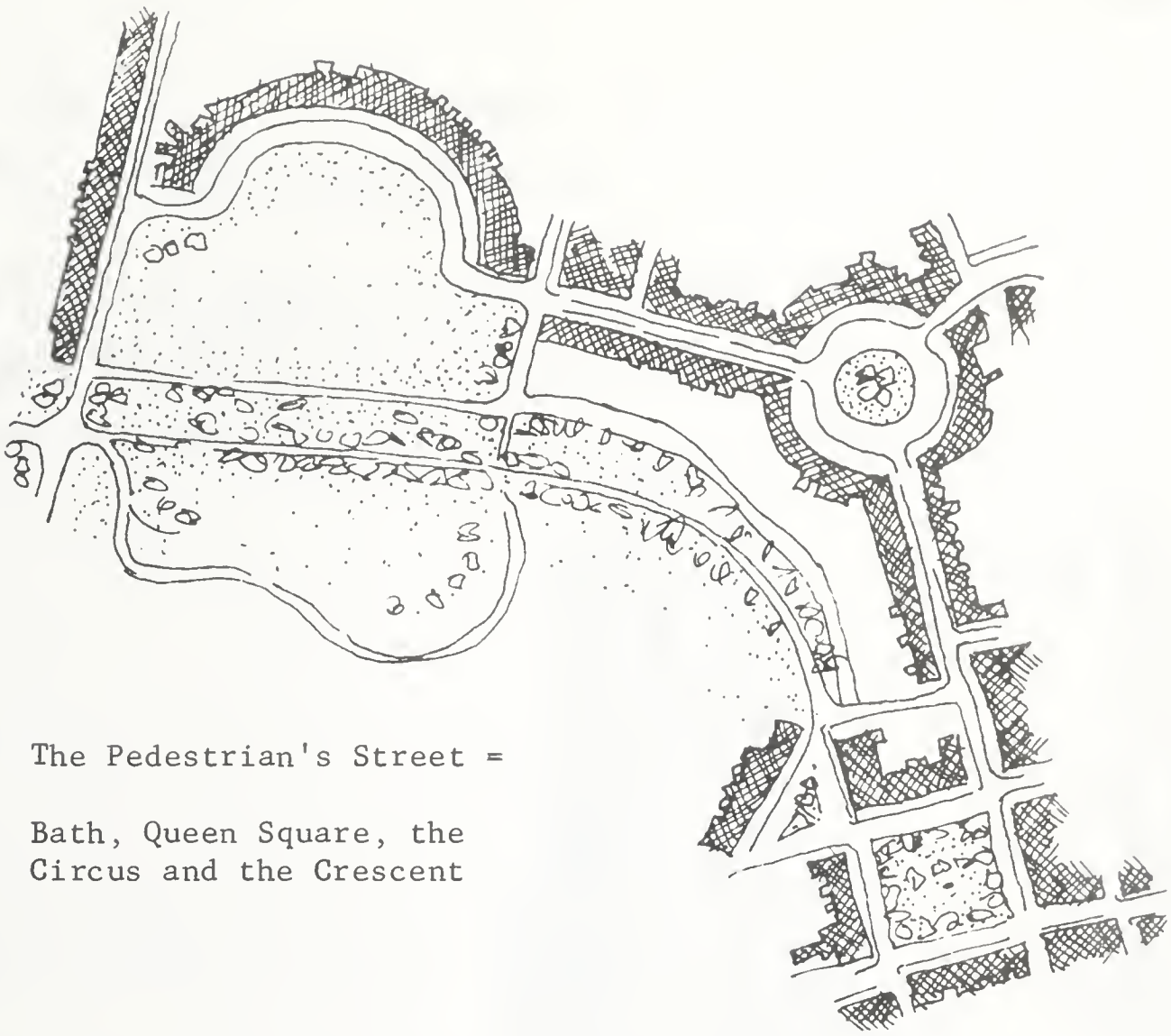

The Pedestrian's Street =

Bath, Queen Square, the
Circus and the Crescent

identity. The buildings were of a size and height that could be grasped by the pedestrian, whose vertical vision is limited to an angle of some 27°. The pace was leisurely and pedestrian. All this has been radically altered by (a) new ways of building, and (b) the automobile.

The street serves many functions -

(1) as a channel of movement for pedestrians and vehicles from one point to another;

(2) to provide access to adjacent property;

(3) as a location for utility service

(4) to provide light, air and open space between buildings;

(5) to divide, demark or unite districts.

As long as buildings were designed in a certain way and vehicular traffic was kept within reasonable limits, the above functions were not only

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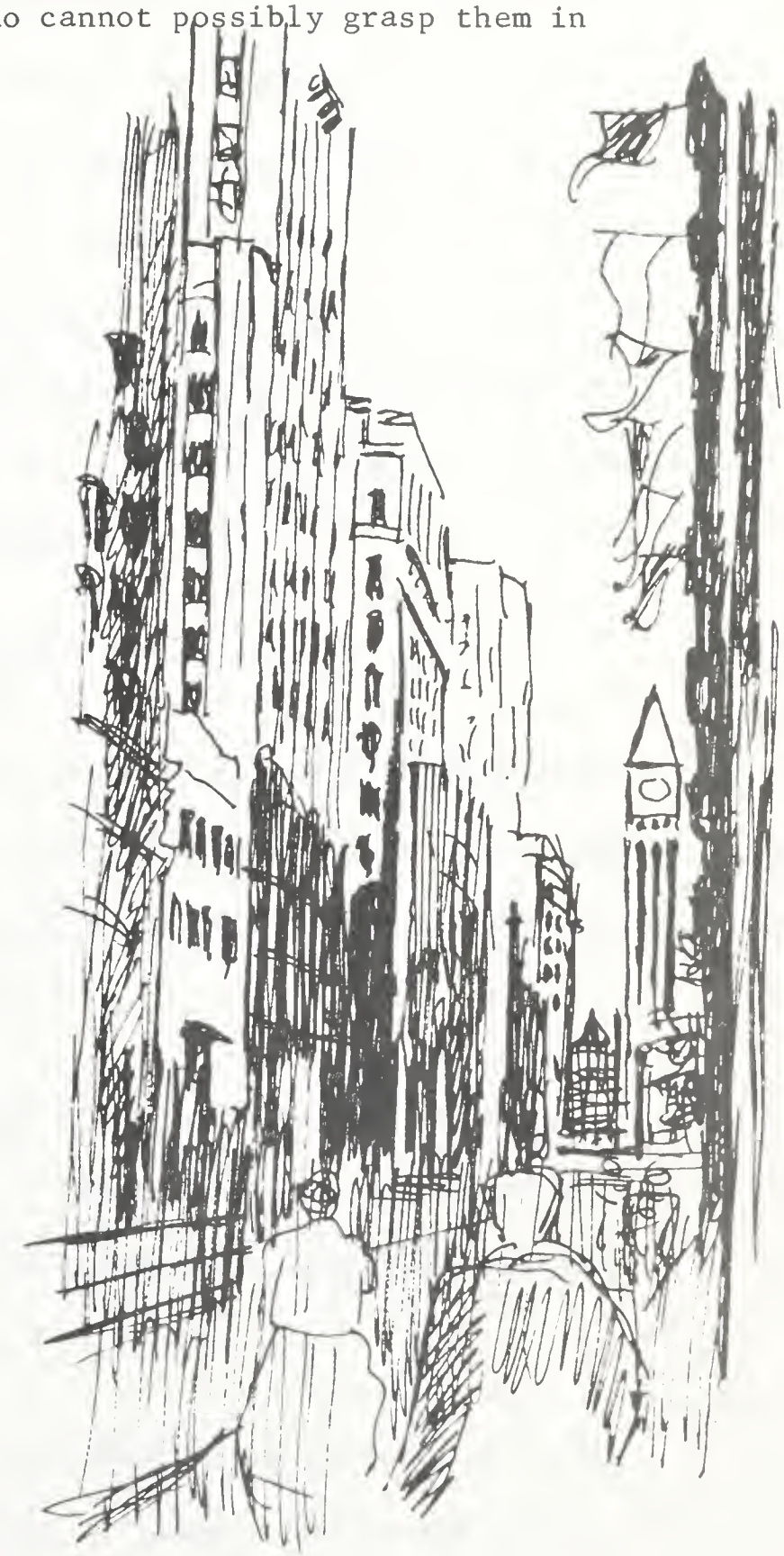
adequately performed, but the total street could be successfully organized into a satisfactory aesthetic form.

The effects of tall buildings on the street may be observed on Bay between Richmond and King. They pierce the vertical viewing limits of the observer at street level, who cannot possibly grasp them in

Palazzo Vecchio, from the
Uffizi, Florence.



Bay Street, Toronto..

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their entirety and who misses whatever care and attention the architect may have lavished in proportion, fenestration, and detailing. The very height of the building proves baffling to an architect who may be still committed to the traditional architectural devices. Where both sides of the street are lined with tall buildings, the "canyon effect" is produced, robbing the street of light, dwarfing the observer. The tall buildings also generate large volumes of pedestrian and vehicular traffic, both to be accommodated in a street allowance not designed for them. The design chaos is compounded by the individual treatment of each building, demanding that the observer regard it as a symbol of community significance, beyond anything the building might possess.

The effect of the automobile on the street is to:

1. Introduce its own street furniture, traffic lights, parking meters, turning signs, stop signs, parking signs, no entry signs, directional signs, etc. The most careful design would still not free the street of these disturbing, insistent verticals.

2. Set up its own demands on the street for stopping, parking and access to buildings for servicing. The traditional lineation of buildings fronting the street can no longer cope with this, except in quite low density areas.

3. Monopolize the street and destroy the traditional aesthetics of the square with its statues and fountains. Imagine the automobile in any famous European plaza.

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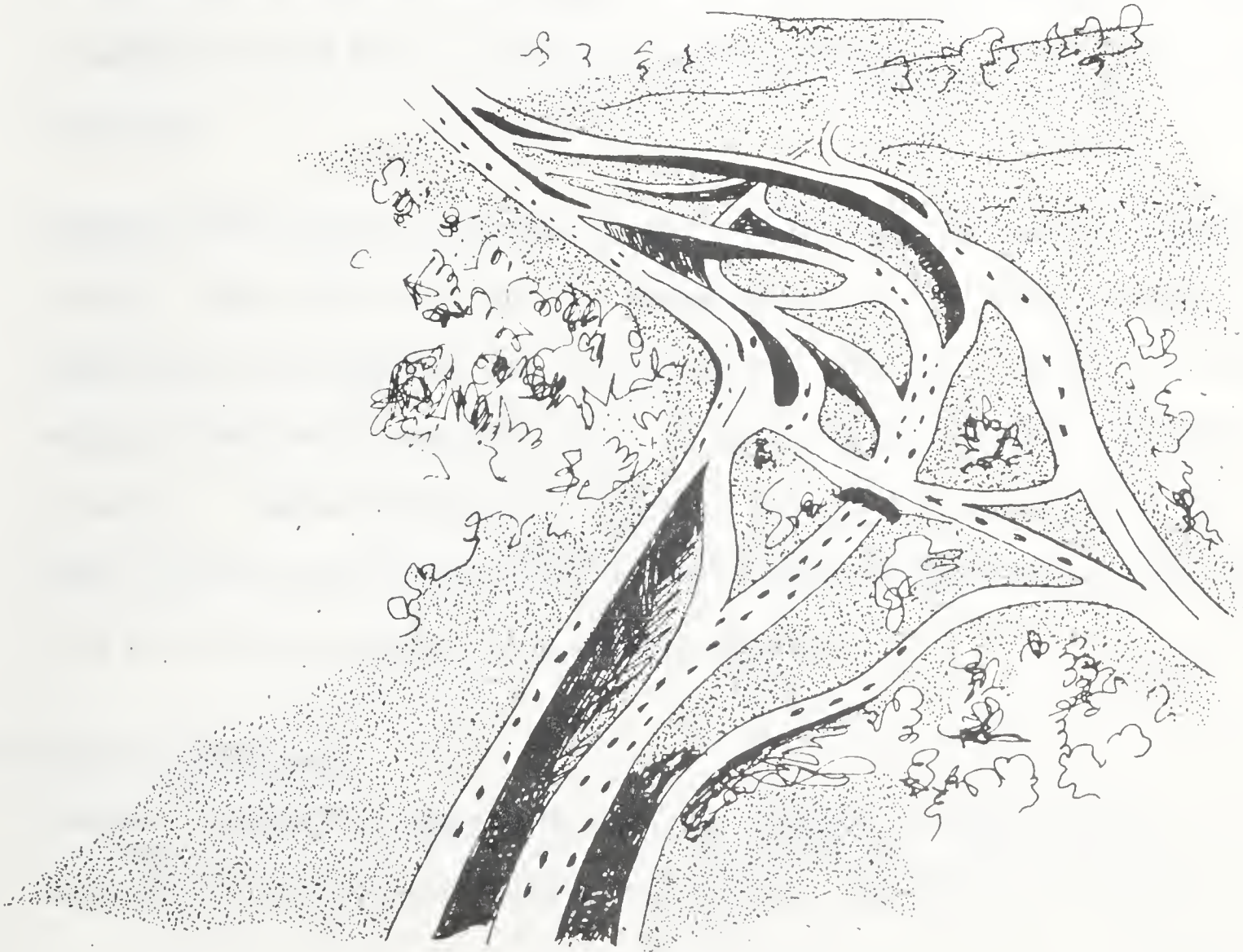
4. Demand that the street be designed to facilitate its own swift movement. Hence all the various devices - one-way streets, turn-offs, safety islands, road markings, and so on.
5. Make the street a source of noise, danger, fumes and friction.

Tall buildings and the automobile have destroyed the traditional aesthetics of the street. A design plan for Downtown will carefully consider the area with a view to ascertaining the extent, nature and location of greatest damage and will seek new solutions.

Scale

Mention has been made before about the failure of Downtown to provide the individual with the civic elements that delight. Added to this,



The Automobile's Street

Grand Central Parkway, New York.

there is the danger of indifference to human scale, particularly in the areas subject to high land values and consequent high buildings and heavy traffic. As the commercial pile around Bay Street expands it will create what is a veritable man-made mountain. The elements that go to make up the mountain will increasingly be immersed and lose individuality, unless they create their own space. At close range, they will be an impersonal back-drop. From far off, the skyline will appear as a mountain.

There can be little doubt Downtown's pile will eventually attain extra-human proportions. Having faced this eventuality, the design problem is one of (a) giving the pile its place and form from without, so that from far off its role in the metropolis will be grasped, and (b) putting it in its place from within, modelling it internally so that people will feel at home in it and find it pleasant, and the individual building will have its place.

Downtown would appear large enough to provide opportunities for various scales. The office pile and its integration with the lake offer an opportunity for design at the largest scale: one can envisage the mountain stepping down and across the tracks in giant strides to the open expanse of water. The monumental scale may be reserved for the new City Hall which can form the focus as well as the transition from the mountain back to a more intimate human scale further north.

(c) <u>Traffic Separation</u>

Downtown traffic is composed of various elements - trucks, taxis, automobiles on business, commuter automobiles, streetcars, subways.

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The subway, being underground, has already been sorted out from other movements. An approach to sorting out the other vehicular movements is being dealt with elsewhere. This section will consider an approach in principle to the idea of separating the pedestrian from the vehicle.

It has often been stated that a "conflict" exists between the pedestrian and the vehicle. There is in fact a physical "conflict" and has been for a long time, even before the invention of the automobile. The pedestrian moves slowly, is very free in his directional movement, is free to observe as he walks, to stop and look. The vehicle moves swiftly, is very insistent in its demand for speed, its driver "watches the road", is always a potential source of danger to life and limb, and requires channelization. The incompatibility of the two has always been recognized and many devices have been invented to cope with the incompatibility - time separation, object separation ("No heavy trucks"), channel separation (side-walks), safety regulators (pedestrian crossing, "Walk", "Do not Walk", etc.) The absolute form peculiar to the functions of each have been also invented, and are in fairly common use - the limited access highway and the pedestrian precinct, for example. There is no doubt then about the physical conflict.

As far as this physical conflict is concerned, the question has always been - what device or combination of devices are required to cope with a given degree of conflict? Downtown has its areas with varying degrees of conflict as well as an assortment of devices to cope with

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the conflict. It is true that a person wanting to get to Simpson's from York and Adelaide Streets experiences some degree of conflict, but he can anticipate arriving there within a reasonable length of time, whole in body and limb. At some future date the physical conflict may well increase past an acceptable level.

In addition to the need to solve this physical conflict it is essential to provide pedestrian amenity in a psychological sense. Even if the pedestrian Downtown can get around reasonably well, will he ever be happy sharing in the main the same channels as the vehicle? Taking into account what has been said before about the design of the street, can a shared channel produce anything but aesthetic chaos? Can the nether regions of the office pile be humanized if the pedestrian must give up the largest part of the street to the automobile and always watch out for his safety? It is suggested that the answer is no. Even now, a close look should be taken at those areas Downtown where pedestrian and vehicular volumes are large and the feasibility of immediate separation be investigated.

(d) Comprehensive Design

The haphazard clearance of land, assembly of sites, and erection of buildings, each determined by its own financial merits, result in an environment which is chaotic overall. If a satisfactory Downtown area is to be achieved it is essential to integrate these different pieces into a well-conceived design.

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But development does, in fact, take place on a building-by-building basis and each building is, in fact, justified in its own financial terms. It is a continuous process of movement and change stretching, in a rather indeterminate way, into the future.

The design concept must be a flexible one to meet this situation. It should spell out principles and objectives which can be achieved in alternative ways, depending on the order of development. But it must still be a firm and comprehensive one if good results are to be achieved. No land can be omitted and enforcement must be firm if it is not to be undermined.

This is a difficult assignment. And even when the concept is complete it is likely to prove necessary to have new powers to make it work. Not only must it be possible to relate the individual land and buildings to the comprehensive design, it may also be necessary to take steps to assemble land into suitable holdings. Were it all publicly owned this would be simple, but without that it may be very contentious. But the issue must be faced and new methods tried if we are to achieve significant results.

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Design Objectives

"Some towns, like human beings, have very definite characters: others are vague, mere chunks of buildings accidentally brought together without method or apparent purpose."

Gordon Logie.

"Whatever may have been the case in other times and places, in our modern American culture, beautiful communities can be created and maintained only through a deliberate search for beauty on the part of the community leadership and the designers of environment, backed by a lively appreciation of the visual world by the people".

Joint Committee on Design Control of the New York Chapter, American Institute of Architects, and the New York Regional Chapter, American Institute of Planners.

Design objectives may be considered under these headings - Principles, Form, Details, Implementation.

(a) Principles

Civic design must be based on a total concept, relating form and appearance to function and need.

Downtown must express its role as heart of the metropolis. Externally, it must be clearly identifiable. Within, it must be readily understood and have many features by which an individual can guide and orient himself.

Downtown must be attractive.

Downtown must have its parts in proper scale - the massive commercial core, the monumental public centre, the smaller and more human areas.

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The Downtown design must be flexible to accommodate growth and change but the form of the area, its major parts and significant public features should have permanence.

(b) Form

Downtown's Form -

- Must have an ordered structure.
- Must have recognizable character.
- Must be related to its site and topography.
- Must lay down a definite framework within which private building can enjoy an ordered freedom.

(c) Details

Downtown is a hundred and one things, ranging from a precinct such as Nathan Phillips Square, to a single object, such as a lamp standard.

Downtown's design will -

- Identify for conservation and visual reinforcement existing elements of historic or architectural significance.
- Identify areas or parts requiring special treatment and prepare plans for them.
- Introduce attractive features where the opportunity offers.
- Set the highest criteria for urban details - signs, street furniture, etc.
- Enhance the enjoyment of the pedestrian. Tame for the well-being of the individual those areas of extra-large scale.
- Subordinate the individual element to the wider composition.

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Techniques and Systems

"It is a matter, therefore, of maintaining a balance between two equally important objects: to cope with motor traffic and to preserve the business concentration of the area. An essential condition of this is that private motoring, less vital to the functioning of the area than goods traffic and public transport, must to a certain extent be kept outside the inner city area and served by parking facilities set up on the periphery. If any further expansion of the city area can be halted and if public transport - tube, bus and tramlines - is sufficiently extended, the internal traffic in the city will function satisfactorily even with this limitation. To a large extent this will be a matter of pedestrian traffic ... where the pedestrian lanes and footpaths have acquired a convenient form, pleasantly protected from wind and weather, where they offer variety, comfort and freedom from intersecting traffic."

Sven Markelius.

(a) Architecture, the Street, Open Planning

Lining the street with buildings is no longer completely adhered to since, in a situation of high density and traffic, it is incompatible with the necessity for better daylighting and orientation of buildings, for greater efficiency of traffic movement, and for a better design of the unit building and relationship between buildings. The free placing of a building on its site, referred to as "open planning", was developed as a solution to these new conditions. Standing independent of its neighbours, the building assumes a simpler geometric shape. Often the individual building does not face the street and sometimes it may be arranged with other buildings to form an enclosure or an informal grouping. The effect is a composition detached from the street. Because the individual building is free-standing, it is possible to appreciate its form from all sides.

Traffic is freer because there are fewer entrances. The street, free of massive building frontage, acquires new aesthetic dimensions,

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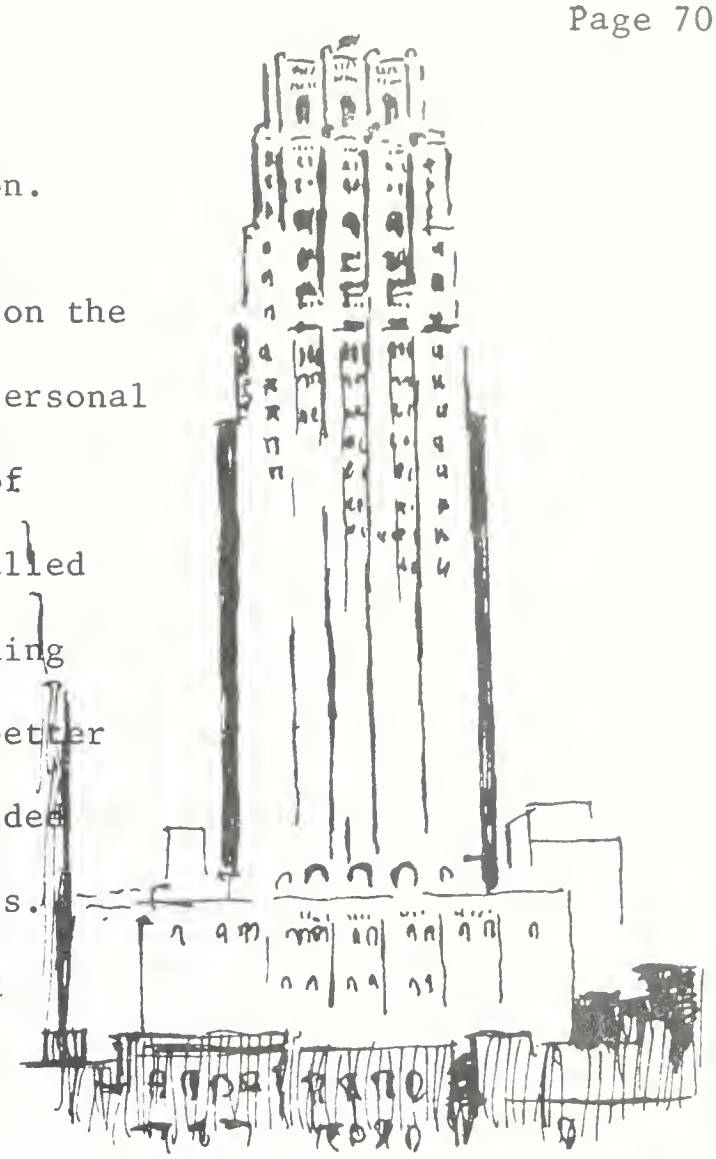
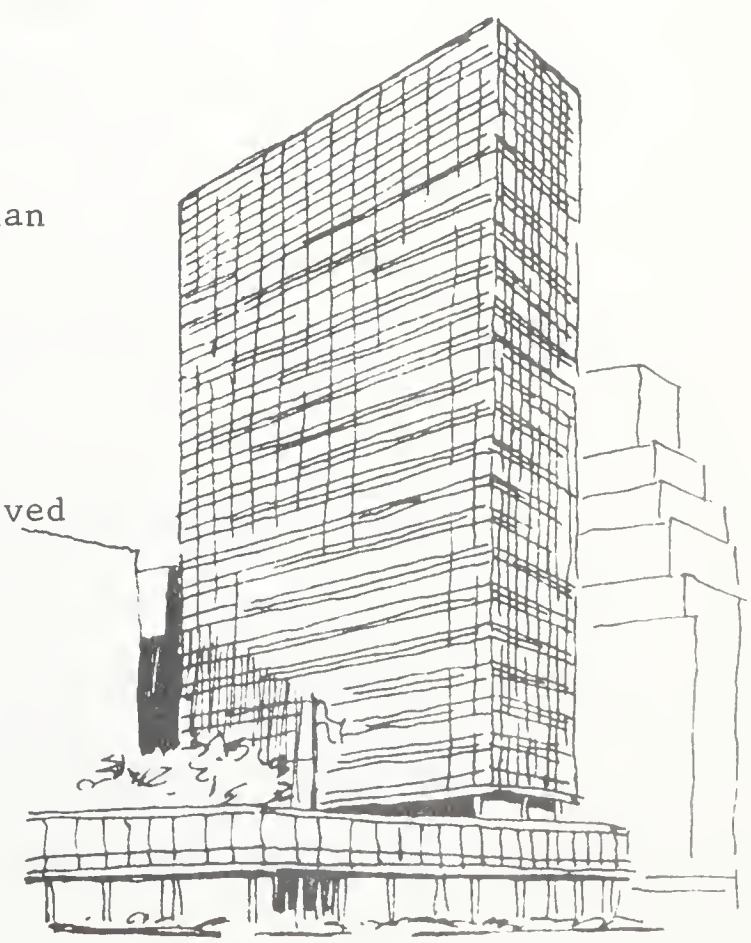
logical and appropriate to its function.

The tall office building can now take on the efficient shape of a slab, with an impersonal facade of curtain walling. Instead of covering the entire site, it can be pulled back to provide courts or plazas, gaining for itself increased daylighting and better outlook. The ground floor may be arcaded or the entire building raised on stilts. The office slab itself may be set back above the lower floors. All these architectural devices are admirably suited for the office pile core where anonymity of facade, an effect of weightlessness and lightness, the reduction of massiveness to relieve the observer, and increased pedestrian amenity on the ground are highly desirable.



Bank of Commerce Building, Toronto.

In Downtown, this trend may be observed by comparing the Prudential Life Building with the Bank of Commerce, both on King Street.



Lever House, New York.

Organization of Traffic

The indiscriminate distribution of all kinds of traffic through the Downtown area poses many severe problems. Conflicts occur everywhere between pedestrians and vehicles and between different classes of vehicles. This is not only inefficient, it is also very unpleasant and creates a situation where it is extremely hard to make the Downtown area attractive and enjoyable. Physically, the indiscriminate scattering of parking lots, laneways, loading bays and yards of various sorts and the welter of wires, signals, standards, etc.upon the streets are among the ugliest and most disruptive features of the Downtown area.

This situation can be improved to a certain extent by easing the pressure on the existing streets through adopting regulations which are designed to enhance the attractiveness and enjoyment of the area rather than to intensify the pressure and competition between the different types of traffic, and by taking much greater care over the design, maintenance and landscaping of the various features. However, the situation can only be fully remedied by the adoption of some much more drastic solution which separates out the different forms of traffic. Ideally, this could be extended to the separation of all the major forms of traffic - the pedestrian, public transit, the automobile, service vehicles and through traffic but in practice such complete separation is never attempted. Usually proposals and actual development do not go beyond separating the pedestrian from all forms of vehicles and providing separate right-of-ways for the most important public transit.

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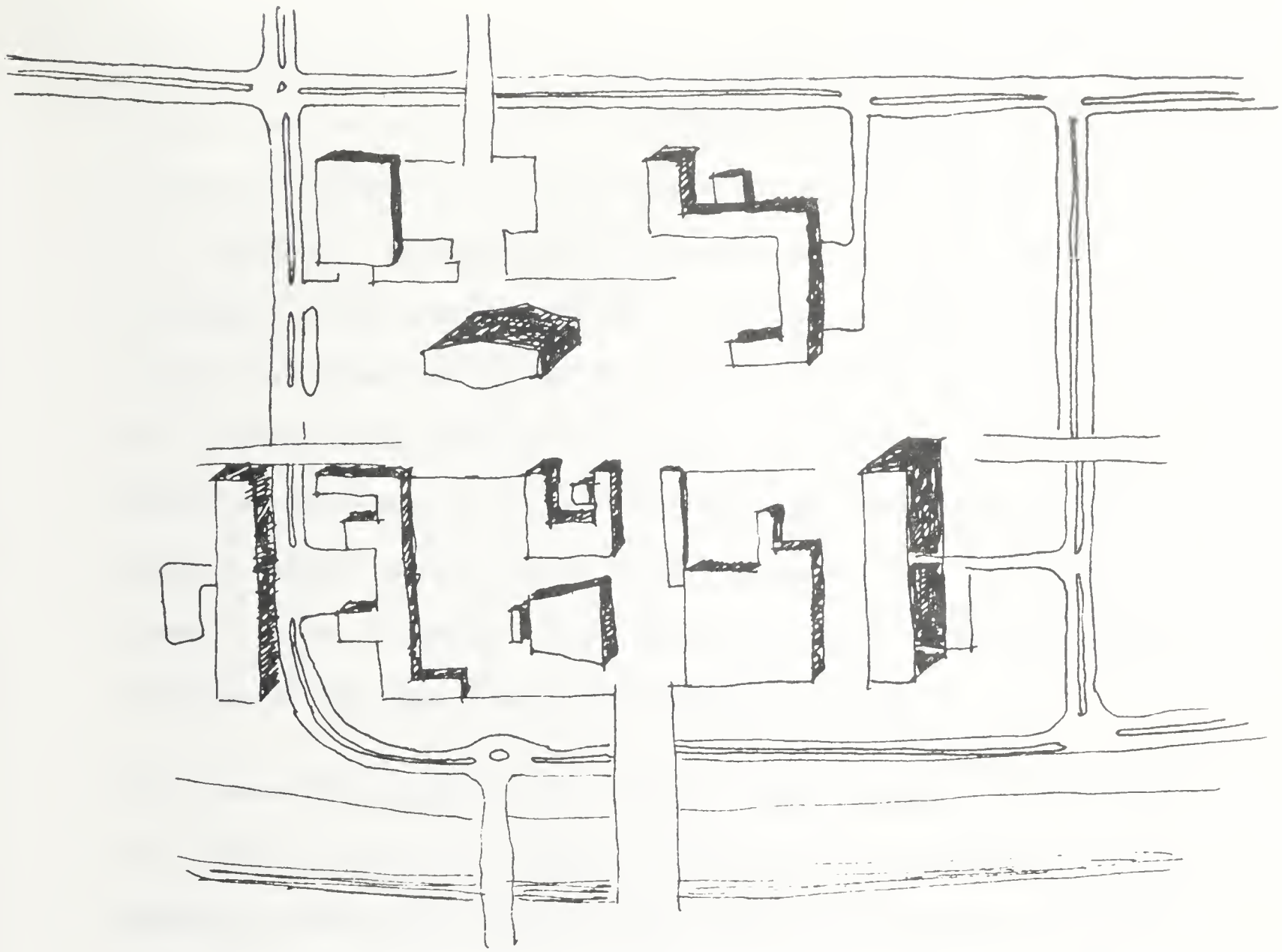

St. Dié Le Corbusier

Buildings arranged within a pedestrian precinct around which motorists circulate on a ring road. Footways bridge over the ring road.

There are several different ways of carrying out such a separation.

1. Ring Road and Parking. In this scheme a major ring road is provided around the periphery of the Downtown centre. Adjoining it on the inner side are major parking garages, and vehicles are not allowed to proceed beyond this point into the core. The central core is restricted to pedestrians and public transit. St. Dié is an example of this type, as is Fort Worth.

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In the latter case, it was recognized that servicing would be needed in the core and underground truck tunnels were proposed for this purpose so that an element of vertical separation was also involved.

2. Precincts. In large business centres it is sometimes proposed to divide the area into a series of precincts. Each of these is in a sense an island surrounded by streams of traffic. Within the island the pedestrian has freedom of movement, the only vehicles being those which are necessary to service the buildings within the precinct. No through traffic is permitted. This arrangement has been adopted in certain areas of London. These precincts may be likened to smaller versions of the ring road system referred to above.

In a sense the shopping mall is like a small precinct. The roadway is closed to vehicles so that the pedestrian has complete freedom of movement between the shops on either side of the street. Service vehicles make their deliveries at the rear of the stores or during the night-time hours and all through traffic is routed around the mall. In practice, the mall does not fit readily with an overall precinctual arrangement, since it normally straddles an artery rather than being bounded by a series of arteries. Malls have been developed in a number of cities where the circumstances are suitable.

3. Vertical Separation. In this arrangement, vehicles and pedestrians are on different levels, the pedestrian normally being above the vehicles since it is very difficult to develop an attractive arrangement for pedestrians underground or below heavy structures carrying

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large volumes of traffic. It also usually raises serious problems in giving the vehicles access to the buildings.

The alternatives available are either to elevate the pedestrian or depress the streets and the vehicles with them. Elevating the pedestrian would appear to be the cheapest and simplest arrangement, since relatively light structures are required and the services in the ground are left practically undisturbed. However, it has many serious difficulties in an area where development is going on continuously in a rather haphazard fashion. It is necessary for all buildings to be tied in with the pedestrian level, since shopping and the lobby entrances of office buildings are designed to serve the pedestrian. It is not possible for adjoining buildings to be operating on different pedestrian levels and, in practice, it is not possible to develop this system except over a fairly large area at one time. Pedestrians cannot be expected to go up and down between buildings and pedestrian volumes are rarely large enough for two levels to be operated successfully even if buildings could be designed with this in mind. In the office core, there is also the difficulty that existing buildings would have their main floors underneath the pedestrian level if such a system were adopted around them.

In practice, this arrangement is almost never adopted except where a large track of land can be developed at one time. In these cases, the galleries, bridges, decks and walkways are designed into the

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project along the main pedestrian routes. However, in the Downtown area pedestrian movement is much more varied and an arrangement of this sort would probably prove to be rather limiting to the freedom of movement of the individual.

Depressing the road, on the other hand, is very expensive since it involves disturbing existing services, possibly underpinning buildings, and opening new trucking entrances at basement level. However, the ground level is left free for the pedestrian. His movement and circulation is freer without any need to change the organization of individual buildings or groups of buildings to accommodate him. He is free to appreciate and enjoy the buildings in the way that they were designed to be enjoyed, by viewing from the ground, and his appreciation of the area can be greatly enhanced. Overall, this would appear to be the more flexible arrangement which could be adopted as and when the time was ripe, without imposing severe hardship on any business or developer during the intervening period between the adoption of the policy and the implementation of the grade separation scheme, or imposing hardship after it was carried out.

Such vertical separation schemes have rarely been carried out since they are expensive to do and require extensive co-ordination of private development. They do, however, offer enormous advantages if they can be successfully executed. Not only will the Downtown area be made much more attractive and enjoyable, providing an opportunity for the first time to move freely and appreciate the buildings and

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features in the area,but it would also greatly improve efficiency by giving much greater capacity for both vehicles and pedestrians. The advantages would be so great that there could be a real stimulus to fine new development and, this, combined with the added efficiency of the area, would serve to enhance and stabilize the entire business area.

Of these various alternative arrangements, it would seem that features of all might be used with some advantage. A true ring road around the Downtown core cannot be created but good arteries exist on three sides and it would be very advantageous to have major commuter parking kept on the periphery adjoining these arteries. Within the main business and shopping core, opportunities exist for opening new pedestrian ways which, in a sense, would be minor malls or arcades which could be developed attractively. The major blocks of land could also possibly be enhanced as minor pedestrian precincts, although a substantial volume of cars can be expected to use parking lots within them, at least until such time as these may be removed or put within buildings.

Such arrangements would be advantageous but of limited effect. In the long run the ideal solution would be vertical separation and for Downtown Toronto it would seem most advantageous to maintain the pedestrian at surface level and to depress the roads so that there would be an extensive basement level service area. This would fit

in with the prospects of progressive growth and change and would provide a very efficient and attractive Downtown core. Such an arrangement could also be tied in with the Nathan Phillips Square area where this is essentially the system at present employed.

Detailed study, however, would be necessary before making any decision since it would be a very large undertaking. It must fit within the overall plan for the area and be examined to see what prospects it would offer for advantages to counter-balance the cost of the undertaking.

A Conceptual Plan for Downtown

"The designer's task is to seek out the local or regional or metropolitan character of a place, and show how it can be extended and intensified by means of new buildings and landscape, street furniture and pavings, town planning and civic decoration".

Sir William Holford.

(a) Three-Dimensional Design Concept

The design of Downtown should recognize its role as the heart of the metropolitan area. It should also structure it internally according to the functions of the different parts. People should clearly appreciate and understand its nature, its parts, its features and attractions. Fortunately it has some advantages to start with.

The topography is a gentle slope to the lake with a sharp drop at the railway tracks. Going south, the density of development rises to its peak at King Street and then declines to Front Street where the pedestrian has to proceed by forbidding tunnels to the waterfront. The harbour lands are bleak, with torrents of cars, great parking areas, some flat, undeveloped parklands and lonely buildings, eventually reaching to a glimpse of the harbour and islands. But the harbour and islands hold promise of excitement and should be clearly linked to Downtown.

Downtown itself shows a broad structure, clearest where the uses are most intense. The office core is heavily focussed on King and Bay Streets, with branches spreading out around. Retail is concentrated on Yonge Street with the focus at the Queen Street

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department stores. Government is grouped immediately west and these three concentrations come together at Queen and Bay Streets. In the north-west corner are the Provincial Parliament buildings, flanked and buttressed by a most extensive group of university, hospital and institutional buildings. From here, University Avenue marches monumentally down past the Downtown government and office centres, but has no lower terminus beyond. East of Yonge Street a string of churches, hospitals and institutions, from St. James Cathedral and St. Lawrence Hall to Ryerson Institute of Technology does not form a cohesive group but effectively blocks commercial expansion. Beyond Jarvis Street, is still neglected and rundown but shows promise of new development.

There is a certain similarity between the wide area around Downtown, bounded by the expressways, and the classic horizontal separation scheme of Radburn. The latter idea is based on a super-block circumscribed by a major vehicular artery. Loops and culs-de-sac come off the ring road to provide local access. The centre of the superblock is an open, green pedestrian area, which could have community uses in it - recreation, education, religion. Similarly, the expressways around Downtown are major vehicular traffic arteries enclosing a kind of "super'super'block". The middle vertical band, reinforced by the two lines of mass-transit, forms the "pedestrian" area with its communal foci. In a sense this is Radburn writ large.

(b) Identifiable Projects and Problems

Certain projects may be identified and made the subjects for special studies and plans. /...

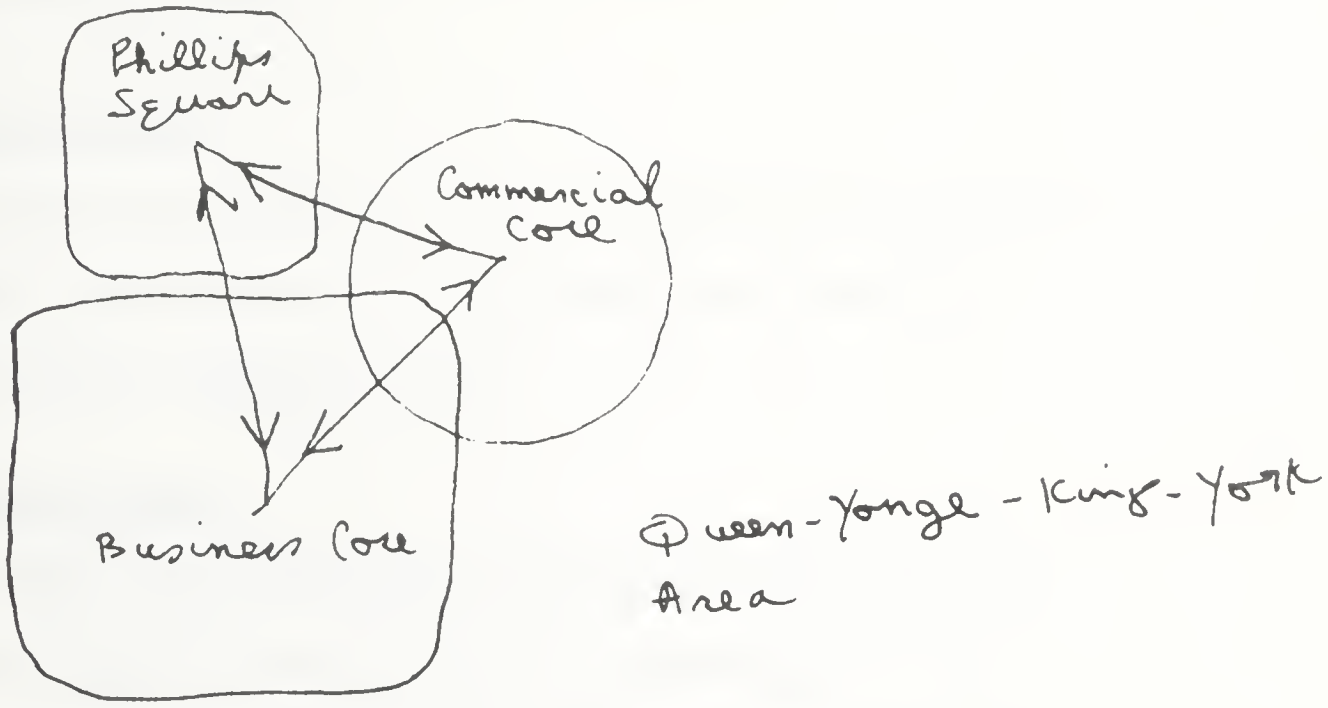
(1) Queen-Yonge-Wellington-York Area

This project would be top priority, made urgent because of

(i) the rapid rate of development in it

(ii) the necessity for a master plan to prevent unco-ordinated chaos and to ensure comprehensive design

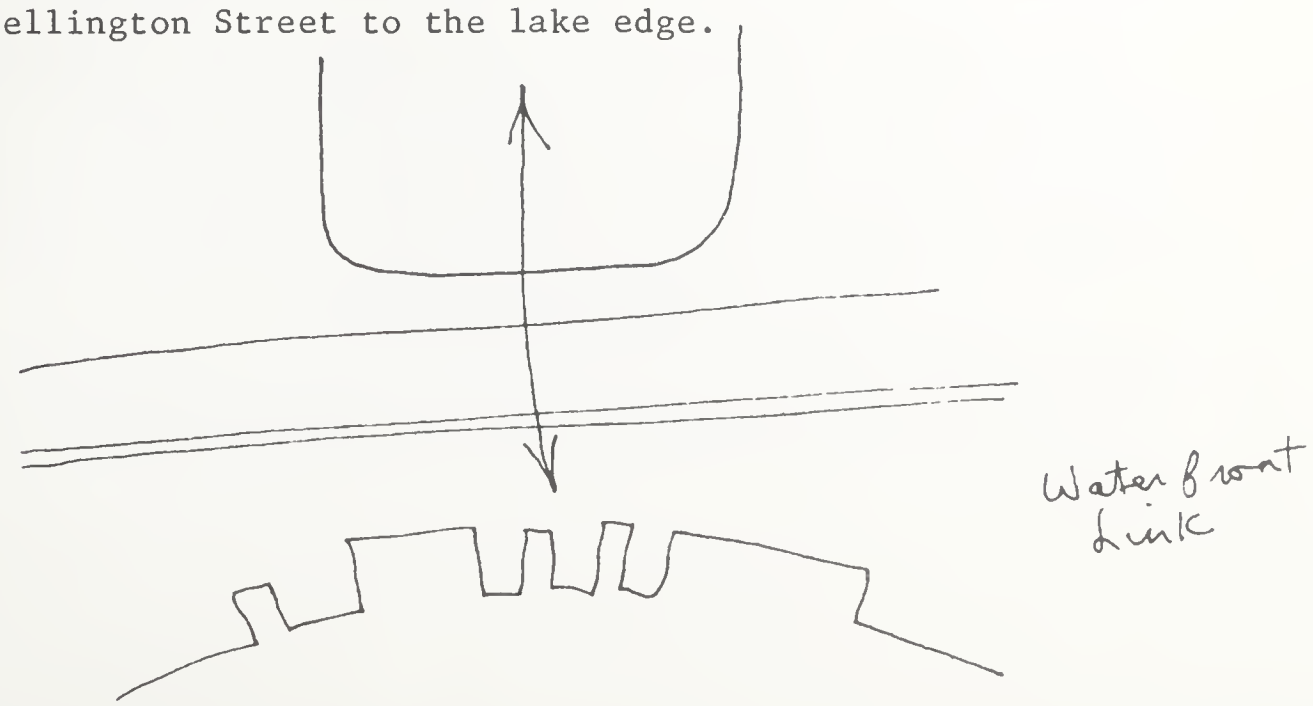
(iii) its intimate visual and functional relationships with two other areas - that of Nathan Phillips Square and that of the Yonge-Queen Commercial Node.



The aesthetic and design problems here are chiefly concerned with traffic separation, human scale, and wider spatial relationships.

(2) Waterfront Link

The area here is from University Avenue to Church Street and from Wellington Street to the lake edge.



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The problem is to identify the linkages of Downtown with the waterfront - functional, movement, and visual - and to create a desirable tie between them. The scheme would also encompass the Gardiner Expressway, the provision of parking areas, and a transportation centre.

(3) St. Lawrence Centre

A plan for this area would set off the Cathedral and integrate open space, car parking, and new community arts buildings, proposals for St. Lawrence Market.

(4) Front-O'Keefe Centre

An opportunity exists here for a beautiful civic composition running the length of Front Street from University Avenue to Jarvis Street including open space to set off O'Keefe Centre.

(5) College-Jarvis-Adelaide-Victoria Area

This general area is in need of a thorough clean-up and organization to replace its present somewhat chaotic appearance.

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CHAPTER VII : IMPLEMENTATION

A city normally implements its planning proposals by exercising the following powers:

- its powers to set out in an official plan the concept of development, the policies which it proposes to follow in regulating development and in investing in public works and other municipal projects;

- its powers to regulate private development through zoning and building by-laws, including the power to prohibit land and buildings from being used except for the purposes set out in the by-laws;

- its powers to construct and maintain public works of various kinds: roads, sidewalks, bridges, parking structures, parks, sewer and water mains, as well as its power to regulate the use of these public facilities by private individuals: pedestrian ways, truck routes, parking fees, overhanging signs, etc;

- its powers to undertake redevelopment projects including the assembly of land, the clearance of buildings, the sale or lease of the land to public or private interests for such redevelopment as may be called for by the Redevelopment Plan.

The range of powers available to Toronto for successful implementation of the Downtown Plan does not appear to be sufficient. In addition to the question of powers there is also the question of resources. Downtown land is expensive and public works constructed in the intensely developed core are also expensive. For these general reasons as well as others new implementation measures will be necessary:

- power to regulate individual developments. Zoning works by general rules, but in the Downtown area every new building is likely to have a special relationship to one or more features of the Plan. This calls for power to review individual buildings which, although conforming to general zoning rules, may need to be modified in relation to the design of precincts, access to pedestrian ways, access to public transit or transportation terminals, neighbouring public or private developments, etc.

- power to stimulate development of certain kinds by tax incentives, land subsidies, assembly of land either publicly or through enforced cooperation.

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- power to tap new sources of revenue so as to make available the funds required to carry out various parts of the Plan. Means must also be found to stimulate participation in the development of Downtown by investors, lending agencies and financial institutions, by philanthropic groups, societies, and various associations, and by donors of land and projects.

The part that existing powers and resources and the suggested new powers and resources may play in implementing the Plan are set out below in relation to the parts of the Plan. Specific suggestions are set out below item by item, going from the more general proposals to the more concrete and specific ones.

1. To control the general pattern of development and allocation of land to different functions as set out in the General Plan:

Method	Comment
(1) Official Plan	The Official Plan should contain the General Plan and statements of the concept and the policies of which it is an expression, and which other individual measures are intended to implement. By itself the Official Plan does nothing, but it is the only way in which the City can formally express its approval of a plan. Once it is adopted the plan - serves as a directive and guide to City departments and agencies; - prevents the adoption of works or action contrary to the plan by council or its agencies; - enables the Council to exercise some additional powers, e.g., the acquisition of non-conforming uses; - makes plain to the people what the adopted plan is, and allows them to be guided accordingly.
(2) Zoning	By permitting only the uses, sizes and types of buildings appropriate to the various parts of Downtown as set out in the Plan, and by regulating the form of building, zoning can prevent development that does not fit the Plan. Zoning, however, does not create development and cannot stimulate it except to a very limited extent. It is a "negative" rather than a "positive" measure.

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2. To stimulate development, especially of key locations or of key projects, so that areas will be built as called for by the Plan.

Method	Comment
(1) Public Land Assembly	This is effective, but contentious, time-consuming, procedurally hazardous, and at the same time imposes a great strain on the limited financial resources of the City. Should be used only in the most important locations. Also useful in special cases where the development of itself would be uneconomic and where land subsidy is not to be employed.
(2) Enforced Land Assembly	This method is not at present permitted by Ontario legislation but is used eleswhere in Canada and in Europe. The City obtains power to require owners to pool their land for purposes of comprehensive development. They are only compensated when the over-all development takes place, in accordance with the percentage of the original land held by them. This method is less financially onerous on the City than public assembly but hardship cases arise and the procedure is often cumbersome.
(3) Tax Incentive	In other cities various forms of tax incentives have been used to stimulate development of different kinds. It is mostly used to stimulate development on land that has already been publicly assembled and cleared. Problems of equity arise, whether such incentives are to be applied only in particular locations or whether to all types of building no matter where located. Introduction of incentives may stimulate over-building and over-supply of certain types of accommodation in the period immediately following introduction of the incentives. This would have an effect on owners of buildings already existing.
(4) Land Subsidy	This method means making money available to reduce the cost of land to developers. Land subsidies are already possible under public land assembly and redevelopment schemes but no method is available to subsidize developers directly on private land. The same questions of equity arise

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Method	Comment
	as in the case of tax incentives. The land subsidy would be useful to stimulate development that might otherwise be uneconomic in view of land costs.
(5) Development Corporation	As in other cities a development corporation could be established to help carry out the Plan. The corporation would be non-profit but able to receive public and private financial support through share or bond issues and pay return on investments made in it. The corporation could itself buy land or erect projects or assist development in various ways. Because it would be able to draw on a more varied financial base than the City itself it could probably multiply the effect of capital funds put into it by the City. It might help counteract the effects of speculation in land in the Downtown area.

3. To control the physical form and design of development in accordance with the "design plan" for different parts of the area, e.g., Jarvis Street, University Avenue, The Village:

Method	Comment
(1) Zoning	Can assist only in a general, not specific way: applies minimum standards which can vary between different zoning districts (C.1A vs. C.1) or minimum standards for particular uses, such as requiring parking lots to be paved and landscaped.
(2) Zoning Bonus System	By giving extra permissible floor space in return for open space, arcades, etc., at ground level, encourages comprehensive development. Problems involved are whether the bonus system should apply only to specific kinds of projects, to all kinds or projects, and whether only in Downtown or outside of it as well. Still to be worked out is the question of how much bonus for what amount of "concession".

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Method	Comment
(3) "Scrutiny" - Review of individual proposals, to require such modifications of plans as will make development tie in properly with design plan, circulation plan, neighbouring projects.	Purpose must be clear:- must avoid substituting "public opinion" of architecture for those of individual architect. Present powers not adequate for sure use of this system. Might be strengthened by making "scrutiny" a requirement before granting a zoning bonus.
(4) Use of Public Works	"If you will do or provide so-and-so in your building, the City will provide you with such and such". To be used only where necessary and appropriate.
(5) Use of Powers of Expropriation	"If you will not provide necessary pedestrian way (or whatever) the City will expropriate it". A drastic method only to be considered in urgent cases where other methods such as zoning bonus, scrutiny, and cooperation have failed.
(6) Cooperation with Owners	This would include use of Public Works (4 above) Tax Incentives, Land Subsidy, Bonus System. "If you provide such and such an open area for pedestrians you will get a bonus floor space, and in addition the City will remit land taxes on open area, provide and maintain landscaping, and construct new subway entrance."
(7) Enforced Land Assembly	See comments under Item 2 - Stimulation of Development.
(8) Publicity and Persuasion	Official, through the City, and unofficial, through Redevelopment Advisory Council and other influential groups.
(9) Development Corporation	See comments under Item 2 - Stimulation of Development.

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4. To implement the Vehicular Circulation Plan:

Method	Comment
(1) Traffic Regulation	One-way streets, etc., established by City by-laws.
(2) Public Works	By City and/or Metro. Connection to Transportation Terminal, Expressways.
(3) T.T.C. operations	Cooperation to implement alterations in street car and bus routes, establishment of new bus routes. Also applies to long-distance bus (Gray Coach & Greyhound) lines, Airport Limousine Service.
(4) Zoning	To require off-street loading areas, etc.

5. To implement the Pedestrian Circulation Plan:

Method	Comment
(1) Zoning Bonus System	
(2) "Scrutiny"	Review of individual projects.
(3) Cooperation with Owners	Incentives Public Works Land Subsidy
(4) Expropriation and Public Works	Direct public acquisition and construction of certain links.

6. To begin implementation of the ultimate Grade Separation Plan for Downtown Circulation:

Method	Comment
(1) Official Grades Established	Public Works to detail final grades of future depressed roadways.
(2) Zoning and Scrutiny	To require provision for future access to depressed roadways at official grade level.
(3) Public Works	Construction of system, by stages if possible. Includes relocation and/or rebuilding of utility lines.

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7. To improve the Downtown "streetscape": appearance, signs, landscaping:

Method	Comment
(1) Public Works	Design of street and traffic signs. Control and/or removal of private overhanging signs. Variegated pedestrian pavements. Removal of overhead wires as streetcars removed.
(2) Cooperation with Owners	Assistance to improve appearance of existing buildings and signs?
(3) Zoning	Regulation of signs, materials of construction, etc., in some districts.

8. To implement specific projects indicated on the plans:

Project	Method	Comment
(a) City Hall and Square	City and Metro Project	Already under way.
(b) South Side of Nathan Phillips Square	1) City Land Assembly 2) Private redevelopment	Already under way. Tenders to be called.
(c) Transportation Terminal	Private Development on Railway Lease with Public Participation and Public Works to tie in with Subway, Expressway.	Needs further exploration. Case for Development Corporation?
(d) St. Lawrence Centre	Public Land Assembly Private donations Provincial & Federal Government Support.	Needs further exploration. Project for the Centennial Year.
(e) Commuter Parking	Parking Authority Structures on private development.	Depends on location.
(f) Queen Street Subway	Metro-T.T.C.	Necessary to decide on high priority for this line.
(g) Island Airport	City & Harbour Commission: Public Works	
(h) Commuter Train Service	Metro-Railways - Public Works	